



Texas Civil Commitment Office Self-Evaluation Report

**Prepared for the Sunset Advisory Commission
Pursuant to Texas Government Code Chapter 325**

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Texas Civil Commitment Office Self-Evaluation Report

I. Agency Contact Information

A. Please complete the following table.

**Texas Civil Commitment Office
Exhibit 1: Agency Contacts**

	Name	Address	Telephone	Email Address
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Table 1 Exhibit 1 Agency Contacts

II. Key Functions and Performance

Provide the following information about the overall operations of your agency. More detailed information about individual divisions and programs will be requested in Section VII.

A. Provide an overview of your agency's mission, objectives, and key functions.

The Texas Civil Commitment Office (TCCO) is a small state agency with limited resources that is tasked with the huge responsibility of providing supervision and treatment to civilly committed sexually violent predators (SVPs) through the case management system. TCCO recognizes that the civil commitment of sexually violent predators is necessary for the protection of the citizens of the State of Texas. The Texas Civil Commitment Office is committed to providing long-term, comprehensive evidence-based treatment and supervision to civilly committed sexually violent predators to enhance the safety of the public with the ultimate goals of no more victims and maintaining accountability to the citizens of Texas.

The SVP client population is one with lengthy histories of deviant behaviors that have been ingrained over many years or even decades and the process to break through those behaviors and work with the client to address thinking patterns is long-term and intensive. Each of the sexually violent predator clients under TCCO's supervision and treatment has been convicted of at least two sexually violent offenses and been determined to have a behavioral abnormality that makes the SVP likely to engage in repeated, predatory acts of sexual violence. While the clients have been convicted of at least two sexually violent offenses, through the treatment process the clients disclose high numbers of unadjudicated sexual offending behaviors. TCCO conducted a

review of the sexual offending behaviors to which 354 clients admitted and passed polygraphs. Those 354 SVP clients admitted to a total of 162,944 sexual offenses.

Civil commitment of sexually violent predators was enacted in Texas in 1999 when the Legislature found that a small, but extremely dangerous, group of SVPs were being released from prison with a behavioral abnormality that was not amenable to traditional mental illness treatment modalities and existing mental health involuntary commitment provisions were not sufficient to address the risk posed by these sexually violent predators. The Legislature further found that these sexually violent predators were likely to engage in repeated, predatory acts of sexual violence. The Texas civil commitment program was created as a result to provide intensive supervision and treatment to civilly committed sexually violent predators suffering from a behavioral abnormality.

From inception through August 18, 2025, 712 individuals have been civilly committed as a SVP in Texas. As of August 18, 2025 there are 656 individuals currently civilly committed; these 656 individuals consist of 655 male SVPs and 1 female SVP. TCCO's administration is focused on the agency's equally important responsibilities of public safety, supervision, and treatment. These responsibilities are central to the agency's key function, which is the provision of intensive supervision and treatment to civilly committed sexually violent predators.

The SVP Act, codified as Chapter 841 of the Texas Health and Safety Code, requires TCCO to provide appropriate and necessary supervision and treatment to civilly committed SVPs and requires TCCO to develop a tiered program to accomplish both requirements. Section 841.0831 of the Texas Health and Safety Code requires the tiered program to provide for the seamless transition of SVPs from total confinement to less restrictive housing and supervision to eventual release from commitment based upon the SVP's progress in treatment and behavior. TCCO is required to transfer an SVP to less restrictive housing and supervision if the transfer is in the best interests of the SVP and conditions can be imposed to adequately protect the community. Additionally, if transferred to a less restrictive environment, an SVP can be returned to a more restrictive environment if the transfer is necessary to further the SVP's treatment and protect the community. Further, an SVP who wishes to transfer to a less restrictive environment may file a petition with the court for a transfer and an SVP who has been returned to a more restrictive environment is entitled to a review of the transfer by the court of commitment.

Section 841.007 of the Health and Safety Code requires TCCO to implement a sex offender treatment program for civilly committed SVP clients and Section 841.083 requires TCCO to determine the conditions of supervision and treatment for a civilly committed SVP client. TCCO operates a five-tiered sex offender treatment program for SVPs. Tiers One through Four take place at the Texas Civil Commitment Center in Littlefield, Texas and Tier Five is independent living and takes place in the community. The tiered program utilizes cognitive behavioral therapy incorporating the Good Lives and Risk Needs Responsivity models. Each tier builds upon the previous tier and has several tasks or assignments and behavioral targets and goals, which must be met or completed to move to the next tier. An SVP that advances to a higher tier experiences difficulties, treatment challenges, or behavioral setbacks may be moved back down in tier if necessary. All tier movement is based on individual progress. The entire tiered program is

designed to be positive programming with the goal of getting the SVP to a point where he is able to successfully and safely reside in the community and eventually, be released from civil commitment.

Tiers One through Four

Tier One introduces the language and concepts of the Good Lives model which is founded on the belief that all humans share primary needs. The curriculum utilized in Tier One builds problem solving skills and teaches SVPs how good decisions are made. Additionally, Tier One addresses individual needs and considers the various levels of skills each SVP has for managing their own life. Tier One clients participate in six hours of group sex offender treatment per week, are required to attend a weekly therapeutic study hall, and participate in individual treatment sessions every quarter or more frequently as needed.

Tier Two builds upon the concepts from Tier One and assists the client in developing a path toward establishing a balanced, self-determined lifestyle free from offending behaviors. In Tier Two clients participate in disclosure groups that discuss their offending behaviors, relationships, and sexual history. Tier Two clients participate in six hours of group sex offender treatment per week, are required to attend a weekly therapeutic study hall, and participate in individual treatment sessions every quarter or more frequently as needed.

Tier Three helps the SVP client develop the skills to control psychological risk factors. Tier Three also focuses on relationship skills and the ability to develop and maintain an emotionally close relationship with adults to understand and share with others in a more empathic and emotionally healthy manner. Throughout Tier Three clients continue ongoing development and practice of their self-control behaviors, thoughts, and emotions. Tier Three clients participate in six hours of group sex offender treatment per week, individual treatment sessions every quarter or more frequently as needed and may choose to attend a weekly therapeutic study hall, though it is not required.

Tier Four SVP clients are nearing readiness to return to the community. The focus of their treatment is maintenance and discharge planning. Clients in Tier Four receive support and guidance to reinforce the skills they have learned in treatment and prepare to return to the community. Tier Four clients also have the opportunity to mentor clients in lower tiers. Tier Four clients participate in six hours of group sex offender treatment per week, individual treatment sessions every quarter or more frequently as needed and may choose to attend therapeutic study hall but are not required to do so. The most advanced Tier Four SVPs are able to reside in an Advanced Group Environment or "AGE" Dorm in which the residents are able to focus on preparing to return to the community while residing in a less restrictive environment within the Texas Civil Commitment Center. Tier Four-AGE clients have housing similar to studio apartments with their own kitchenette, bedroom and bathroom area, and are able to cook their own meals.

Additional Programming at the Texas Civil Commitment Center

The treatment program for Tiers One through Four at the Texas Civil Commitment Center also encourages SVPs to develop a healthy and prosocial lifestyle by offering other treatment-related activities such as life skills classes, employment services, budget planning, AA/NA groups, substance abuse treatment, mental health services including anger management, and basic education/GED classes. All SVP Clients 60 years of age or younger are required to participate in basic education or GED classes if they do not already have a high school diploma or GED. Clients over the age of 60 are welcome to participate if they wish to do so. As of August 15, 2025, 189 clients have participated in the adult basic education/GED program and 3 clients have earned their GED. Additionally, 536 SVP clients have been screened for or participated in substance abuse treatment at the TCCC.

SVPs also participate in one hour of therapeutic community meetings per week with the other residents of their dorms to allow SVPs to discuss issues that have arisen in their community during that week, provide ideas of possible improvements or changes to the dorm, and suggest topics to be brought to the facility-wide Resident Council. The Resident Council is made up of one SVP from each dorm as well as the facility administration and a TCCO representative. This allows SVPs to voice concerns in a productive manner and provide feedback on the treatment program, life at the facility, and services provided as well as encourages positive communication among all parties involved. The Texas Civil Commitment Center also offers a paid therapeutic work program for SVPs in Tiers Three and Four; SVPs are able to apply and interview for positions within the center. The SVPs who participate in the therapeutic work program receive real-world experience of developing a resume, interviewing for a job, managing time on the job, reporting to a supervisor, and budgeting income.

In FY 2023, TCCO applied for and received a grant from the Department of Justice to provide technology training to clients at the Texas Civil Commitment Center to assist in reentry to the community upon reaching Tier Five. The grant was originally a three-year grant but has been extended to a fourth year. The goal is for TCCO to serve 150 clients through the program. The grant program is called the Reentry Reboot program and through this grant, TCCO is providing hands-on workplace technology and soft skills employability training to clients at the center. TCCO has hired a dedicated smart training program coordinator/instructor and has set up a dedicated computer lab for the program at the center. TCCO has also entered into an agreement with a community partner to provide basic, intermediate, and advanced computer courses to clients as well as employability soft skills courses at no cost to TCCO. Clients completing the computer courses receive continuing education certificates from South Plains College. TCCO is also offering additional courses such as typing courses, forklift training, training regarding utilizing public transportation, and a course regarding using technology to search for housing when they are approved to live in the community in Tier Five.

Tier Five

Tier Five takes place in the community in the SVP's county of last conviction for a sexually violent offense unless there are not adequate opportunities for the SVP's treatment, housing, or

supervision in that county. SVPs in Tier Five attend sex offender treatment in the community and receive group and individual treatment sessions. The number of hours of group and individual treatment are determined by the SVP's treatment provider, in coordination with TCCO, dependent upon the SVP's individual needs. Clients in Tier 5 have the opportunity to obtain employment in the community and begin searching for employment prior to transitioning to Tier 5. Currently, there are six SVPs in Tier Five in the community.

Tier Movement

At the Texas Civil Commitment Center, clients are assessed by their case manager and treatment provider on a regular basis to determine whether the client is appropriately placed in the client's current tier and whether the client is ready to advance to the next treatment tier. Clients in Tiers One or Two can advance to the next treatment tier upon recommendation of the case manager and treatment provider by successfully completing all assigned curriculum and assignments, meeting and maintaining all treatment goals, consistently demonstrating through behavior that the client is engaged in treatment, and utilizing the strategies learned. A client in Tier Three who is recommended by his case manager and treatment provider to advance to Tier Four has additional requirements of being compliant with supervision and treatment rules, having no violations reported in the last six months, and having no deception indicated on the most recent maintenance polygraph. Prior to advancement to Tier Four, a client is also required to participate in a panel review during which the client discusses his offenses, progress in treatment, and completion of his goals. Transition to Tier Four or Tier Five requires additional levels of review and approval beyond the case manager and treatment provider to include on-site leadership at the civil commitment center and TCCO leadership.

Additional Treatment and Supervision Requirements

SVPs in all tiers participate in polygraph examinations and penile plethysmograph examinations to determine compliance with treatment and supervision requirements and to measure the client's sexual deviance to determine treatment needs and progress. Additionally, the SVP Act encourages financial responsibility by requiring all non-indigent SVPs to reimburse the state for the cost of their housing, treatment, and Global Positioning Satellite (GPS) monitoring. TCCO has implemented this requirement by enacting a cost recovery policy that non-indigent SVPs are required to pay 25% of their income toward their housing, treatment, and GPS costs or the actual cost of services, whichever is less.

TCCO Case Managers

TCCO employs full-time case managers assigned to the clients at the Texas Civil Commitment Center and for Tier Five clients in the community. Additionally, TCCO employs part-time hourly case managers to provide relief coverage for community case managers. TCCO's case managers are the first level of supervision and monitor clients' activities, compliance with supervision, initiate interventions, redirect clients when necessary, and report violations for non-compliance. TCCO case managers, both in the community and those assigned to the Texas Civil Commitment Center, are responsible for coordinating with multiple agencies regarding each client's treatment and supervision and making referrals for necessary services such as mental health and substance

abuse services. TCCO case managers also motivate change within the client by modeling and encouraging pro-social behaviors and assist the client in searching for housing, jobs, practicing for interviews and developing real-life skills that will be utilized in the client's future.

TCCO case managers assigned to the Texas Civil Commitment Center supervise caseloads of up to fifty clients while case managers in the community supervise smaller caseloads of clients but see each client multiple times per week. TCCO case managers at the Texas Civil Commitment Center conduct office visits and home visits with clients inside the facility while case managers assigned to Tier Five clients conduct home visits, employment visits, and field surveillance for TCCO clients to monitor the client's progress and track supervision compliance. Community-based case managers also conduct late-night, weekend, and holiday visits at the client's personal residence to include searches of the personal residence as a standard operating procedure. Community-based case managers have access to safety equipment to include safety alert straps that report to a monitoring center and livestreaming body-worn cameras which allow a supervisor to watch while a case manager conducts a home visit with a Tier Five client.

The case managers at the Texas Civil Commitment Center rotate 24/7 on-call on a weekly basis to address any urgent issues occurring after hours, on weekends or on holidays. Community case managers rotate 24/7 on-call on a monthly basis to respond to GPS alerts, conduct emergency visits, conduct late-night or early morning visits, and address any emergent issues that arise outside of business hours. In light of the dangerous nature of the case managers' work and the areas which they are required to visit, TCCO submitted and was funded for an exceptional item for the FY 2026-2027 biennium to provide a monthly high risk supplemental payment to each client services staff member. Additionally, the case managers at the Texas Civil Commitment Center participate in situational awareness training, incident response training and are equipped with safety equipment to include radios to keep on their person and panic buttons in our offices at the Texas Civil Commitment Center. Case managers in the community also have access to safety equipment to include the Alert Media safety notification system and livestreaming body worn cameras.

TCCO Contract Monitoring

Due to the small size of the agency, TCCO relies heavily on contracted services to provide the appropriate and necessary supervision and treatment to our clients, to include the sex offender treatment and security services at the Texas Civil Commitment Center, clinical examination services for all clients, and treatment services for clients in Tier 5. TCCO, through its administrative attachment to the Health and Human Services Commission (HHSC) utilizes the services of HHSC Procurement and Contracting Services to issue solicitations such as requests for proposal or open enrollments. Although TCCO utilizes HHSC to issue solicitations, upon contract execution, TCCO maintains responsibility for the administration and monitoring of the contract to include completing risk assessments for contracts, ensuring that contracts are appropriately reported, and tracking contract maximum values as compared to expenditures. TCCO staff maintains a robust contract monitoring function to ensure that services are provided in accordance with contract requirements and meet quality standards. Contract monitoring activities include on-site observation compliance reviews, unannounced site visit compliance

reviews, announced site visit compliance reviews, desk audit compliance reviews, and a 100% monthly review of all required treatment activities and grievances. The 100% monthly review includes a review of all treatment records and grievance records and results in the assessment of penalties for any grievances not responded to timely or any late or missed treatment services. TCCO also assesses a monthly vacancy deduction for any staff positions at the Texas Civil Commitment Center that are vacant over the days allotted in the contract. Additionally, a TCCO central office staff member is generally onsite at the TCCC each week and TCCO contract monitors have a rotating 24/7 on-call schedule to address and respond to any issues that arise at the civil commitment center.

B. What clear and ongoing objective(s) do the agency's key functions serve? Explain why each key function is still needed.

The key function described above is necessary for the agency to fulfill its duties under Chapter 841 of the Health and Safety Code to provide appropriate and necessary treatment and supervision to protect the public from sexually violent predators. Civilly committed sexually violent predators have been determined to have a behavioral abnormality that makes them likely to engage in repeated, predatory acts of sexual violence. Were it not for their civil commitment, the majority of individuals who would otherwise be designated as sexually violent predators would not be subject to any form of supervision upon release from the Texas Department of Criminal Justice (TDCJ). As a result, they would have no legal obligation to participate in sex offender treatment, observe child safety zone restrictions, or comply with conditions prohibiting contact with children or other high-risk behaviors. No longer performing these functions would adversely impact public safety by releasing sexually violent predators to the community without having received the treatment and supervision necessary to address their risk of continued sexual violence. This would actively do a disservice to the sexually violent predator by leaving the behavioral abnormality untreated and unaddressed as well as present an unacceptable risk to the safety of the public.

C. Does your agency's enabling law continue to correctly reflect your mission, objectives, and approach to performing your functions? Does statute present any barriers or gaps in authority for your agency to carry out its mission? If so, please describe.

TCCO's enabling statutes in Chapter 841 of the Health and Safety Code and Chapter 420A of the Government Code correctly reflect the agency's mission, objectives, and approach to performing its functions and the statutes do not present any barriers or gaps in the authority of TCCO to carry out its mission. TCCO does periodically present recommendations or ideas to the Texas Legislature for statutory changes intended to optimize agency performance and positively impact operations and as an extension, the provision of necessary supervision and treatment to sexually violent predators.

D. Have you recommended changes to the Legislature to improve your agency's operations in recent years? If so, briefly explain the recommended changes, whether they were adopted, and if adopted, when.

The Texas Civil Commitment Office has brought forward several suggestions for statutory changes during recent legislative sessions to improve agency operations, enhance safety and clarify existing requirements.

During the 89th Legislative Session, TCCO suggested statutory changes related to the handling of offenses committed by SVP Clients, sex offender registration of SVP clients convicted of murder or capital murder based on sexually motivated conduct, financial responsibility of SVP clients causing property damage or medical expenses, protection from liability for TCCO contractors and their employees engaging in good faith actions and to enhance efficiency in purchasing by TCCO. Senate Bill 1610 was passed and will be effective on September 1, 2025.

During the 88th Legislative Session, TCCO suggested statutory changes related to offenses committed by SVP clients, the possession of alcohol and unapproved cell phones in a civil commitment facility, improper relationships between an SVP client and a TCCO employee or contractor, clarification of requirements related to the usage of mechanical or chemical restraints, to provide procedures for the court-ordered administration of psychotropic medications to SVP clients, clarification of TCCO's requirements regarding rulemaking, and to address frivolous lawsuits filed by SVP clients. Senate Bills 1179 and 1180 were passed and became effective in 2023.

During the 87th Legislative Session, TCCO suggested statutory changes related to sex offender registration requirements for SVP clients residing at a civil commitment center, due process rights for SVP clients transferred from a less restrictive alternative to a civil commitment center, and the issuance of emergency detention orders in cases of SVP clients who were released from TDCJ prior to their commitment trial. Senate Bill 906 passed and became effective in 2021. TCCO also suggested statutory changes regarding frivolous lawsuits filed by SVP clients; however, House Bill 3360 and its identical companion Senate Bill 908 did not pass.

During the 86th Legislative Session, TCCO suggested statutory changes related to TCCO's administrative rulemaking procedures, the provision of financial information by SVP clients to TCCO and the issuance of emergency detention orders in cases of SVP clients who were released from TDCJ prior to their commitment trial; however, Senate Bill 1154 did not pass. TCCO also suggested statutory changes regarding frivolous lawsuits filed by SVP clients but Senate Bill 1442 did not pass.

During the 85th Legislative Session, TCCO suggested statutory changes related to the provision of psychiatric services, disability services and housing by HHSC to SVP Clients who are unable to effectively participate in TCCO's sex offender treatment program as a result of mental illness, intellectual disability or physical disability. Senate Bill 613 passed and became effective in 2017. TCCO also suggested statutory changes related to the composition of the TCCO Board, SVP Clients who assault TCCO staff members or contractors, the prosecution of offenses committed by SVP Clients, state identification cards for SVP Clients, confidentiality of information related to the

security and monitoring of SVP Clients, GPS monitoring for SVP Clients, the usage of mechanical and chemical restraints, and the issuance of emergency detention orders. Senate Bill 1576 passed and became effective in 2017.

During the 84th Legislative Session, TCCO suggested broad changes to the agency and the agency's treatment program from a one-size-fits-all outpatient program to a tiered program containing both inpatient and outpatient components to provide for individualized, tiered treatment with a path for clients to transition through the treatment tiers and eventually, be released from commitment. Senate Bill 746 passed and became effective in 2015. Additional information regarding the broad changes to the program made by Senate Bill 746 are detailed in the Agency History section, below.

E. Do any of your agency's functions overlap with those of another local, state, or federal agency? If so, how do you coordinate to avoid duplication of efforts? Explain if, and why, each of your key functions is most appropriately placed within your agency.

No other local, state, or federal agency is specifically tasked with TCCO's function of providing intensive supervision and treatment to civilly committed sexually violent predators in Texas. However, a portion of the SVP clients under TCCO supervision are also concurrently on parole or mandatory supervision supervised by the Texas Department of Criminal Justice (TDCJ) Parole Division. TCCO maintains primary responsibility for the supervision and treatment of these dually supervised clients but coordinates closely with the TDCJ Parole Division and the clients' assigned parole officer. As of July 29, 2025 a total of 103 SVP Clients were dually supervised by TCCO and the TDCJ Parole Division.

In coordinating with TDCJ Parole, TCCO avoids duplication of efforts through communication and sharing of information. TCCO case managers routinely provide updates to the TDCJ parole officer regarding the dually supervised client's progress, behaviors, and any violations. Additionally, the TCCO case manager shares the TCCO progress reports with the TDCJ parole officer to ensure the TDCJ parole officer has the necessary information for their reporting requirements. TCCO also provides information regarding TCCO programming in which the client is participating that will fulfill not just TCCO requirements but also parole requirements such as sex offender treatment, AA/NA meetings or GED/education classes. In cases in which the dually supervised SVP client has a parole condition requiring GPS monitoring and is also required by TCCO to wear a GPS monitor, the client is only required to wear one GPS monitor which is provided and monitored by TCCO.

TCCO is an agency specialized specifically in providing supervision and treatment to persons who are civilly committed as sexually violent predators while the parole division is responsible for providing supervision to those who are completing their criminal sentence. Accordingly, these functions remain best suited to remain with TCCO due to the distinct and unique characteristics of the population served. Many SVP Clients have served their entire prison sentence prior to being released to TCCO for treatment and supervision. These clients would not be eligible for supervision by another agency such as the TDCJ Parole Division. Similarly, many SVP Clients that are on another form of supervision such as parole are only on parole for a short period of time; however, the legislative intent codified within Chapter 841 of the Health and Safety Code recognizes that *long-term* treatment and supervision are necessary for SVP clients. The cessation

of supervision and treatment under civil commitment comes when it has been determined that the client no longer has a behavioral abnormality that makes him likely to engage in a predatory act of sexual violence and the court has subsequently released the client from commitment. The supervision and treatment of SVP Clients under civil commitment is long-term and ends only when an SVP client has done sufficient work in treatment and supervision such that the client no longer has a behavioral abnormality rather than based on any set sentence expiration date. Ending supervision and treatment at the expiration of a prison sentence would prematurely remove many individuals from treatment and supervision while those individuals are still likely to engage in repeated, predatory acts of sexual violence. This would place the safety of the public at risk, which is contrary to the entire goal of civil commitment, which is to lessen the risk that sexually violent predators pose to the public.

F. In general, how do other states carry out similar functions?

There are twenty states that have sex offender civil commitment programs as well as a federal program for individuals incarcerated in the Bureau of Prisons. All twenty states share similar goals of providing supervision and treatment to sex offenders that have been determined to represent a risk to others. Each state with civil commitment has slightly different standards and processes but common among all states is a requirement that the individual be diagnosed or determined to have a condition that makes the individual more likely to commit a future sexual offense. The varying states have differing overall standards regarding which offenses qualify an individual for consideration for civil commitment and the number of qualifying offenses required. Additionally, while this is not a feature of the Texas statute, many of the states with civil commitment do not start the process prior to the individual's release from prison. Rather, in many states the individual is held as a detainee at the civil commitment center pending trial after release from prison. The treatment programs provided differ from state to state. Many states, like Texas, have both inpatient and outpatient components to their programs while other states do not have outpatient programs at all. The Texas program in effect prior to the 2015 legislative changes was the only solely outpatient sex offender civil commitment statute in the country. Some states self-perform the functions of providing supervision and treatment while others fully contract out the services with minimal involvement from the state governmental entity tasked with overseeing the program. Several states use a model similar to the hybrid model utilized in Texas where certain functions are contracted out while others are performed by the state with the state agency maintaining full oversight of all services delivered. The Pennsylvania program is substantially different from all of the other sex offender civil commitment programs in the country in that it is specific to juvenile sex offenders who are aging out of the juvenile system.

G. Discuss any changes that could impact your agency's key functions in the near future (e.g., changes in federal law or outstanding court cases).

The agency is currently involved in routine litigation regarding the program or client privileges; however, the agency is not concerned that this litigation will result in any impact or change to the agency's key functions. Similarly, the agency is not aware of any potential federal statutory changes on the horizon that would impact TCCO's key functions. A possible issue that could impact the agency's delivery of key functions would be unanticipated caseload growth. While

TCCO does not control the number of SVPs that are civilly committed, the agency is required to provide services to all SVPs upon their release from TDCJ. If caseloads were to greatly exceed projections, it could impact the agency's ability to house and provide services to all SVPs and could result in policy change or program changes to accommodate the unanticipated caseload. Another possible issue impacting the agency's key functions is caring for and providing medical care to the aging SVP client population. Eighty-two percent (82%) of TCCO's clients are age 50 or older and many have numerous chronic health conditions. It has been extremely difficult to project the total funding needed for offsite healthcare and TCCO has not had sufficient funding for offsite healthcare appropriated during the time period of FY 2020 to 2025 and this will continue into the FY 2026-2027 biennium. Actual expenditures for offsite healthcare have exceeded appropriations leading to difficult agency decisions such as whether to leave needed positions vacant, reduce programming, or make other cuts in order to provide medically necessary care to clients.

H. Overall, how does the agency monitor and measure its effectiveness in carrying out its functions and objectives?

The ultimate measure of TCCO's effectiveness is whether victims and potential victims of sexual violence were protected from future victimization by sexually violent predators. However, TCCO also maintains and reports on performance measures regarding the number of sexually violent predators that were provided supervision and treatment by the agency.

Outside of the formal performance measures for TCCO included within the General Appropriations Act, TCCO tracks a variety of quantitative and qualitative indicators, including client progression through treatment tiers, compliance with supervision requirements, and completion of individualized treatment goals. These standards are reviewed regularly to assess agency performance and inform program revisions. The agency conducts regular reviews of contracted service providers through 100% audits, on-site reviews, and penalty assessments for missed or late services. This ensures accountability and alignment with contractual obligations and that the clients are receiving the required programming.

TCCO conducts multidisciplinary case staffings to evaluate client progress, treatment engagement, and behavioral concerns. These reviews inform both individual case management and broader programmatic needs. The agency maintains a quality assurance function that performs internal audits, reviews documentation, and monitors adherence to policy, procedure, and legal standards.

TCCO also considers input from oversight bodies, legal counsel, treatment professionals, and other stakeholders to ensure the program remains constitutionally sound, evidence-informed, and responsive to emerging best practices. Effectiveness is further assessed through agency-wide strategic planning efforts, reports, and ongoing evaluations of outcomes against established goals and statutory mandates.

In the following table, provide information regarding your agency’s performance measures, including outcome, output, efficiency, and explanatory measures. *See Exhibit 2 Example.* Please provide both key and non-key performance measures set by the Legislative Budget Board and any other performance measures or indicators the agency tracks. For any particular measures the agency has not been able to meet, please explain or provide context as needed about why.

Texas Civil Commitment Office
Exhibit 2: Performance Measures — Fiscal Year 2024

Performance Measures	Calculation (if applicable)	FY 2024 Target	FY 2024 Actual Performance	FY 2024 % of Annual Target
1. Number of Sexually Violent Predators Provided Supervision and Treatment	N/A	526	533	101.33%

Table 2 Exhibit 2 Performance Measures

I. Please list all “mission critical” data resources (e.g., spreadsheets, databases, IT systems, and cloud-hosted applications) your agency maintains to collect, track, or display agency program data. By “mission critical,” we mean the main systems necessary for the day-to-day functioning of core and/or client-facing agency functions and services. Please do *not* include any statutorily required data collection upon which agency funding is contingent but which does not impact daily program functionality. As a companion to the list below, please provide additional information on each data resource using the template provided for Attachment 21 in that section of the instructions.

Texas Civil Commitment Office
Exhibit 3: Mission Critical Data Resources

Data Resource Name	Associated Program(s) or Division(s)	Data Owner
CSS Database	All	TCCO

Table 3 Exhibit 3 Mission Critical Data Resources

J. Does the agency use any analytics software or platforms to collect, store, transform, or analyze agency data?

Texas Civil Commitment Office
Exhibit 4: Data Analytics Platforms

Analytics Platform	Associated Data Resource(s)
Microsoft Excel	CSS reports, agency information

Table 4 Exhibit 4 Data Analytics Platforms

III. History and Major Events

Provide a timeline of your agency’s history and key events, including:

- The date your agency was established

- The original purpose and responsibilities of your agency
- Major changes in responsibilities or statutory authority

Also consider including the following information if beneficial to understanding your agency:

- Changes to your policymaking body's name or composition
- Significant changes in state/federal legislation, mandates, or funding
- Significant state/federal litigation that specifically affects your agency's operations
- Key changes in your agency's organization (e.g., the major reorganization of the Health and Human Services Commission and the Department of State Health Services' divisions and program areas or the Legislature moving the Prescription Monitoring Program from the Department of Public Safety to the Texas State Board of Pharmacy).

The Council on Sex Offender Treatment (CSOT) was initially responsible for implementation and administration of Texas' civil commitment program and oversaw these functions from 2000 to 2011. The civil commitment program transferred to a newly created agency, the Office of Violent Sex Offender Management (OVSOM), in September 2011 to perform the functions relating to the outpatient sexually violent predator treatment program. In 2015, the name of the agency was legislatively changed to the Texas Civil Commitment Office. Below is a detailed timeframe of historical and key events.

1995 – 1999: Consideration of a Sexually Violent Predator Civil Commitment Statute and Passage of the Sexually Violent Predator Act

In 1995, the Texas Legislature first contemplated a Sexually Violent Predator (SVP) Act with the introduction of House Bill 595 by Representatives Greenberg, Hochburg, Danburg, et. al. As introduced, HB 595 would have provided for court-ordered mental health services for those individuals determined to be a SVP. Proceedings for these mental health treatment services for SVPs would have been governed by the Texas Mental Health Code, Chapter 574 of the Texas Health and Safety Code. However, the bill failed before the House Criminal Jurisprudence Committee.

In 1997, the 75th Texas Legislature considered Senate Bill 77 authored by Senators John Whitmire and Florence Shapiro. SB 77 was substantially similar to HB 595 from the previous legislative session and would have provided for the involuntary commitment of SVPs. The measure died in committee, partly because of potential constitutional issues concerning similar laws and lack of appropriations for the commitment of SVPs. The estimated costs were \$10.4 million in renovations for a 96-bed facility, \$3 million in assessments per year, and \$78,000 per year per sexually violent predator to provide care, treatment, security, food, other necessities, managerial support and administrative staff. A key question appeared to be whether it was constitutional to involuntarily commit people after completing their criminal sentences. The Legislature directed an interim committee to study SVP laws and the need for an SVP law in Texas.

In June 1997, the United States Supreme Court answered the question regarding the constitutionality of SVP commitment in *Kansas v. Hendricks*, ruling that sexually violent predator civil commitment did not violate double jeopardy and was constitutional provided that the commitment is not punitive in nature and is based upon a determination of present dangerousness. During the subsequent 76th Legislative Session in 1999, SB 365 by Senator J.E. Brown was amended with SB 29 by Senator Florence Shapiro and the Legislature determined that a small, but extremely dangerous group of SVPs were being released from prison and that these individuals had a behavioral abnormality that was not amenable to traditional mental illness treatment modalities. The legislature further found that these individuals were likely to engage in repeated acts of predatory sexual violence. SB 365 expanded the duties of the CSOT to include the administration and implementation of the Outpatient Sexually Violent Predator Treatment Program.

2003

In 2003, SB 871 by Senator Florence Shapiro amended Chapter 841 of the Texas Health and Safety Code to require a court to appoint an attorney for an SVP if the State Counsel for Offenders was unable to represent the SVP. The bill further added an additional member from CSOT to the Multidisciplinary Team (MDT). SB 871 further increased the date by which a trial shall be conducted after filing a petition alleging a person is an SVP from 60 days to 270 days. SB 871 further amended Chapter 841 to clarify that subsequent convictions, judgments, or mental health commitments suspend the requirements under the chapter. The bill added that the behavioral abnormality is not due to unsound mind for purposes of Section 15-a, Article I, Texas Constitution, increased cost not to exceed \$2,500 for the trial, and added the judicial requirements to the commitment order of not only participation but compliance with treatment, and prohibiting tampering with GPS, and possession or use of alcohol, inhalants, or a controlled substance.

2005

In 2005, during the 79th Legislature SB 912 by Senator Florence Shapiro amended Health & Safety Code, Chapter 841 to add sexually violent offenses to include sexually-motivated murder and capital murder as qualifying offenses for SVP civil commitment. The bill transferred some of the Global Positioning Satellite (GPS) tracking responsibilities from the Department of Public Safety to case managers; required that the SVP shall reside in a facility under contract with CSOT; and allowed SVPs to be housed in mental health facilities. Additionally, under HB 2292, the Texas Department of Health and the CSOT were consolidated into the Health and Human Services Commission (HHSC) umbrella in the Department of State Health Services (DSHS). Also in 2005, the Texas Supreme Court upheld the constitutionality of the Texas SVP Act in *In re Commitment of Fisher*.

2007

In 2007, during the 80th legislative session HB 2034 by Representative Kirk England as amended with SB 1198 by Senator Florence Shapiro amended Health & Safety Code, Chapter 841, to clarify

that the division of the Special Prosecution Unit (SPU) responsible for civil commitment trials is a civil division. The bill allowed the local prosecuting attorney to request SPU assist in a violation trial and that failure to comply with civil commitment may be prosecuted in the county of violation or Montgomery County. House Bill 8 by Representative Debbie Riddle required SVPs to pay for the GPS tracking if the SVP was not indigent. SB 1951 by Senator Wentworth created the 435th Judicial District Court in Montgomery County for civil commitment proceedings under Chapter 841, Health & Safety Code and criminal cases involving Section 841.085, Health & Safety Code, and Article 62.203, Code of Criminal Procedure. An additional bill, SB 1741 by Senator Florence Shapiro was filed to create a new state agency to perform the functions relating to the outpatient sexually violent predator treatment program that were performed by the CSOT. However, SB 1741 did not pass.

2009

In 2009, during the 81st legislative session, HB 2917 by Representative Jim McReynolds and Senator Florence Shapiro amended Government Code Section 411.110 to permit CSOT to obtain criminal history records of current and potential employees of the outpatient sexually violent predator treatment program. Senator Florence Shapiro re-filed the bill (SB 2037) to create a new state agency to perform the functions relating to the outpatient sexually violent predator treatment program. The bill would have amended the Government Code by adding a new Chapter 420A titled "Office of Violent Sex Offender Management (OVSOM)." The bill died on the House floor prior to final readings.

2011

In 2011, during the 82nd Legislature, Senator Florence Shapiro re-filed the bill (SB 166 and HB 236 by Representative Jerry Madden) to create a new state agency to perform the functions relating to the outpatient sexually violent predator treatment program. The bill amended the Government Code by adding a new Chapter 420A titled "Office of Violent Sex Offender Management (OVSOM)." OVSOM was governed by a three-member board each serving two-year terms. The bill was amended on the floor of the House of Representatives to administratively attach the new agency to the DSHS solely for administrative support as necessary to carry out the purpose of the OVSOM. Additionally, the bill amended Health & Safety Code, Chapter 841, regarding: the composition of the MDT to remove one member of the CSOT and one member from DSHS-Mental Health to replace them with two members of OVSOM; requiring the SVP Client to comply with all written requirements imposed by the case manager or the office; increased the compensation for treatment providers not to exceed \$10,000 per SVP Client per year; allowed the office to enter into a memorandum of understanding with both DPS and local law enforcement for criminal complaints, warrants, apprehension, and arrest of the person; required the office to contract with DPS for the provision of a tracking service; and required a correctional facility or secure correctional facility to notify the case manager prior to releasing the person. On June 17, 2011 the bill was signed by Governor Rick Perry with the effective date of September 1, 2011.

2014-2015: Scrutiny and Agency Revisions

In 2014, OVSOM and its leadership came under scrutiny from the legislature, the media and the public following a series of decisions by the agency's previous administration. This scrutiny led to review of the agency and ultimately led to a 100% turnover in the agency's management and prompted significant operational changes for the agency.

In February 2014, OVSOM's then-administration moved a number of sexually violent predators into a group home in Harris County without providing notice to local leadership or elected officials at a statewide level. Rather, residents of the neighborhood were notified of the clients' presence indirectly as the OVSOM clients completed sex offender registration and the Department of Public Safety mailed notification postcards to the surrounding addresses. The OVSOM clients were relocated out of the group home in April 2014. Also in the spring of 2014, OVSOM underwent a request for proposal (RFP) and entered into a short-lived contract with the sole bidder of that RFP to build a residential facility in Liberty County, again without notice to the public or elected officials.

As a result of these two controversies, investigations into the OVSOM and its administration were ordered by the State Auditor's Office, Texas Rangers, HHSC Office of Inspector General, and Travis County Public Integrity Unit. Further, the OVSOM Board Chair, Executive Director, Deputy Director and General Counsel resigned. On May 3, 2014 the current Executive Director was appointed by the OVSOM Board and immediately started a top to bottom review of the entire agency to work to repair the agency's reputation and regain the trust of the public and state leadership. The agency's new administration began an immediate review of office infrastructure, agency staffing and structure, policies and procedures and financial management. Several key agency roles were previously fully remote including the agency's Executive Director, Deputy Director and General Counsel. These roles were transferred to the Austin office and filled with in-person staff. Additionally, important roles for the oversight of the agency's finances and contractors were developed and filled with experienced personnel.

At the same time as the agency's new administration was working to rebuild public trust in the agency, questions were raised about the effectiveness of the current program due to the high numbers of clients returning to prison and the lack of clients being released from the program. Under the version of the statute in effect in 2014, a violation of any of the program's more than 130 rules was punishable as a third-degree felony offense under Section 841.085 of the Health and Safety Code. This led to a high number of SVP Clients being returned to prison with 51 clients returning to prison in FY 2013 and 43 clients returning to prison in FY 2014. Additionally, as of 2014, no client had been released from civil commitment. In working to revamp the program and review possible legislative solutions, the Executive Director and Deputy Director reviewed other states' programs to identify best practices and benefit from the experience of our peers in other states. As part of that review, the Executive Director and Deputy Director visited the Washington civil commitment program which was a program that had been under federal conservatorship following litigation and had made significant program changes as a result.

Also in 2014, both of OVSOM's primary housing vendors notified the agency that they intended to terminate their contracts and expressed the desire to have all SVP Clients removed from their

facilities as soon as possible. Within a month of taking office, the new administration in coordination with HHSC's purchasing department, issued a comprehensive RFP which met all state procurement guidelines and sought residential housing for OVSOM clients. OVSOM also attempted, during the summer of 2014, to seek placements of OVSOM clients on an emergency basis throughout the state. Neither the RFP nor the search for emergency beds led to the placement of any OVSOM clients or the development of new relationships with vendors. Two factors complicated this housing search – the outpatient-only nature of the program and the requirements within the then-current version of Chapter 841 of the Health and Safety Code that the committing court provide written authorization for any SVP Client to change address. In 2014, OVSOM requested assistance from state leadership in locating safe, affordable housing for SVP clients after completing an exhaustive but unsuccessful search for housing options.

2015: Agency and Statutory Redesign

The 84th Legislative Session brought about much needed change to the SVP civil commitment program in the form of Senate Bill 746 by Senators Whitmire and Perry. As a preliminary matter, the name of the agency was changed from OVSOM to the Texas Civil Commitment Office (TCCO). Senate Bill 746 also made significant changes to the agency's Board, the commitment process, the treatment program, housing for SVP Clients, and the agency's authority to make decisions regarding the needs of clients.

Changes to TCCO Board

Senate Bill 746 made significant changes to the TCCO Board. Previously, OVSOM was governed by a three-member Board appointed by the governor. However, the small size of the Board was unduly burdensome in that it made it impossible to develop Board Committees or even for two Board members to have any conversation regarding agency business outside a public meeting because two members constituted a quorum. Senate Bill 746 increased the Board to a five-member Board which must include one member experienced in the management of sex offenders, one member experienced in the investigation or prosecution of sex offenses, and one member experienced in counseling or advocating on behalf of victims of sexual assault.

Changes to MDT Process

Senate Bill 746 revised Section 841.003 of the Health and Safety Code to remove from consideration for civil commitment those cases in which the individual was adjudged not guilty by reason of insanity. As a result, cases are no longer presented to the multidisciplinary team by the DSHS but rather only by TDCJ for those individuals serving a prison sentence. This helps to ensure that those who are civilly committed are able to participate in the treatment program.

Changes to Processing of SVP Cases

A significant change made by SB 746 was to decentralize civil commitment cases from one district court in Montgomery County to all Texas counties based on the SVP's last county of conviction for a sexually violent offense. Chapter 841 now defines the attorney representing the state to be the district attorney, criminal district attorney, or county attorney with felony criminal

jurisdiction. Section 841.023 of the Health and Safety Code now provides that TDCJ is required to give notice of those suffering from a behavioral abnormality to the district or county attorney for the county in which the person was most recently convicted of a violent sex offense. Additionally, Section 841.041 was amended to provide that cases are filed in the court that most recently convicted the person of a violent sex offense.

Changes to Commitment Requirements

Section 841.082 was amended to modify the requirements of civil commitment set forth in the order of commitment. Previously, the order of commitment was required to include eight categories of language. Now, in order to allow TCCO the ability to tailor treatment programming to the individual SVP, there are only five categories required of the order of commitment: 1) that the SVP reside where instructed by TCCO; 2) a prohibition against the SVP contacting a victim; 3) that the SVP participate in and comply with the sex offender treatment program and written requirements imposed by the office; 4) that the SVP submit to GPS monitoring and refrain from tampering with or manipulating the GPS device; and 5) a prohibition against the SVP leaving the state without TCCO's authorization.

Section 841.085 was also modified to remove the third-degree felony violation for any rule violation. Under the updated version of Section 841.085, only four civil commitment violations remained punishable as a third-degree felony offense. Those four violations include: contacting a victim, refusing to reside where instructed by TCCO, leaving the state without permission, and refusing to submit to or tampering with or manipulating the GPS device.

Finally, while SVPs have been entering into agreed orders of commitment throughout the duration of the civil commitment program in Texas, there had never been formalized requirements regarding agreed orders. Senate Bill 746 added Section 841.065 of the Health and Safety Code which specifies that any agreed order of civil commitment must require that the SVP submit to the treatment and supervision of TCCO. This is to ensure that all civilly committed SVPs are provided with appropriate supervision and treatment, which TCCO is required by Section 841.007 to provide.

Changes to Treatment Programming

Texas' SVP Act has always provided that the agency responsible for administering civil commitment was required to provide appropriate and necessary supervision and treatment. However, Senate Bill 746 required specific changes for the implementation of a tiered program for SVP treatment and supervision. The concept of a tiered program is similar to that which is used by other successful civil commitment programs.

SB 746 added Section 841.0831 to specify that TCCO shall develop a tiered program for the supervision and treatment of SVPs. Further, the tiered program is required to provide for seamless transitions of SVPs from total confinement facilities to less restrictive housing and supervision to eventual release from commitment, based upon the SVP's progress in treatment and behavior. To assist in the implementation of the tiered treatment program, Section 841.0832 was added which provides that TCCO shall operate, or contract with a vendor to operate, one or

more facilities for the housing of committed persons. In the operation of such facilities, TCCO is required to designate a facility to serve as an intake and orientation facility for SVPs being released from prison.

Section 841.0834 provides that TCCO is required to transfer a SVP to less restrictive housing and supervision if the transfer is in the best interests of the SVP and conditions can be imposed to adequately protect the community. Once transferred to a less restrictive tier, a SVP can be returned to a more restrictive tier if the transfer is necessary to further the SVP's treatment and protect the community. Further, a SVP who wishes to transfer to a less restrictive tier may file a petition with the court for a transfer. When a SVP has progressed to the point that he is released from housing operated by TCCO or under contract with TCCO, he is required to return to his county of last conviction for a violent sex offense.

Finally, Section 841.084 was amended to provide that a SVP who is not indigent is responsible for the cost of the housing, treatment, and GPS monitoring provided under Chapter 841. Previously, SVPs were only responsible for the cost of the GPS monitoring service. TCCO implemented this requirement by enacting a policy that non-indigent SVPs are to pay a portion of their income toward their housing, treatment, and GPS costs or the actual cost of services, whichever is less.

Implementation of Senate Bill 746

With an August 31, 2015 deadline to remove all SVP Clients from their current halfway houses upon the expiration of those contracts, TCCO's first step to implement SB 746 was to issue a request for proposals seeking a total confinement facility for SVP Clients in Tiers 1 through 4 of the newly-developed five tier program. A total confinement facility, now known as a civil commitment center, would enable TCCO to enact the tiered treatment program and allow for movement from a more restrictive total confinement environment to less restrictive environments in a single setting. RFP responses were due back on July 17, 2015 and on July 24, 2015 the TCCO Board authorized TCCO's Executive Director to move forward with contract negotiations. A contract was signed on July 31, 2015 with an effective date of September 1, 2015 for a civil commitment center in Littlefield, Texas.

At the same time, all clients' commitment orders had to be amended to comport with the updated statute and to place the client into the tiered treatment program rather than the previous outpatient only program. This required a due process notice of the changes to all SVP Clients and the opportunity for a hearing with testimony and evidence in Montgomery County, though the client could choose to waive the hearing and consent to his order being amended. SVP Clients who did not waive their right to a hearing were transferred from their halfway houses in Dallas, Fort Worth, Austin and El Paso to Houston in groups to attend hearings being conducted in Montgomery County prior to transferring to the Texas Civil Commitment Center upon its opening on September 1, 2015. Throughout August 2015, hearings were conducted in two courts throughout the day for several weeks straight to ensure all SVPs were provided with due process and a hearing to be transferred into the tiered program. Throughout this process, TCCO staff worked nearly around the clock to shoulder the massive workload and TCCO also contracted with off-duty law enforcement officers for additional security during transportations and at the halfway houses. After hearings were completed for all clients currently in halfway houses, TCCO

also began conducting hearings for those SVP clients still in prison to ensure that all currently committed clients' orders were amended to comply with the tiered program.

When the Texas Civil Commitment Center opened on September 1, 2015 and clients began arriving, all clients were evaluated to determine proper placement in programming tiers to ensure no SVP client was required to start over in his treatment. When assessing the clients, previous treatment in the outpatient treatment program and the client's progress through that program was considered when determining the client's tier level. TCCO also underwent a reduction in force process for the case managers in the Dallas, El Paso, Fort Worth and Houston for those case managers who declined the offer to transfer to Littlefield, Texas to take case manager positions at the Texas Civil Commitment Center.

The amount of treatment that SVP clients received on a weekly basis increased by 100% under the tiered treatment program, going from three hours of group treatment under the outpatient program to six hours of group treatment under the tiered program. The tiered treatment program also includes individual sessions, weekly study hall, therapeutic community meetings, educational programming, open and structured recreation, a paid therapeutic work program, life skills classes and educational programming. The treatment program at the Texas Civil Commitment Center is a Cognitive Behavioral Treatment program which incorporates the Risk Needs Responsivity and Good Lives models of sex offender treatment with each tier building upon the previous tier.

Following the implementation of the tiered program, the first two clients were released from civil commitment in 2016 and since that time, twenty-six clients have been released from civil commitment by their court of commitment.

2017 Legislative Changes

During the 85th Legislative Session two significant bills were passed which impacted the TCCO. Senate Bill 613 by Senator Whitmire and Senate Bill 1576 by Senator Perry.

Senate Bill 613 clarified language in Section 841.0835 of the Health and Safety Code to specifically provide that HHSC is required to provide inpatient psychiatric services and housing for SVPs who are unable to effectively participate in sex offender treatment due to mental illness. The goal is to provide intensive, inpatient mental health treatment for these SVPs until they are able to participate in TCCO's sex offender treatment program, at which point they can rejoin the TCCO program at the Texas Civil Commitment Center.

Senate Bill 1576 made several changes to enhance the safety and security of residents and staff at the Texas Civil Commitment Center by prohibiting the introduction of drugs, alcohol, or weapons into the facility, authorizing the usage of mechanical or chemical restraints in extreme circumstances, and enhancing penalties for assaults on TCCO staff by SVPs. Additionally, Senate Bill 1576 made some changes regarding sex offender registration and identification cards for SVPs in the TCCC and changed TCCO's administrative attachment to HHSC rather than the Department of State Health Services. Finally, Senate Bill 1576 updated the term of TCCO's Board Members to be a six-year term rather than a two-year term.

2018 Caseload Projections Model Revision

TCCO's primary expense and budget driver is the cost of providing housing, security and treatment for SVP Clients at the Texas Civil Commitment Center. The Texas Civil Commitment Center contract amounts to the vast majority of the agency's budget each fiscal year and is a per diem contract. Accordingly, TCCO's ability to project the number of expected clients arriving to the Texas Civil Commitment Center each fiscal year is incredibly important for planning and legislative appropriations request processes. From the inception of civil commitment until the 2015 legislative changes, the number of new clients committed each year was relatively consistent due to the Special Prosecution Unit only being funded for 50 cases per year. However, when cases began being referred to the last county of conviction there was no longer a funding limit on the number of new cases per year and it was not immediately clear how this would impact TCCO's caseloads. After monitoring trends in FY 2016 and 2017, in FY 2018 TCCO underwent a complete revision of its caseload projection model. TCCO reviewed the inmates in TDCJ that were flagged as civil commitment eligible and found that these inmates would provide a steady pipeline of individuals who could be civilly committed. Based on this information regarding inmates eligible to be civilly committed along with average commitment rates and average time between commitment and release, TCCO developed an updated caseload projection model.

2019 Program Review

From 2018 – 2019, TCCO underwent the RFP process for the possibility of a new vendor for the Texas Civil Commitment Center. In 2019, TCCO contracted with a new vendor for the operation of the Texas Civil Commitment Center. As part of the vendor transition, TCCO worked with the vendor staff and sex offender treatment experts in the state to review and revise the sex offender treatment curriculum for the Texas Civil Commitment Center. This revision brought new materials into the program, refreshed existing materials and added concepts where needed to address common issues seen by treatment providers in serving the client population. These curriculum changes did not result in any client having to start over and credit was given for all previously completed and internalized work.

2020 Facility Expansion

In 2020, the vendor operating the Texas Civil Commitment Center approached TCCO with a proposal for expansion of the center at no cost to the state. The Texas Civil Commitment Center, which at that time was owned by the City of Littlefield and leased to the vendor that operates the facility under contract with TCCO, had an initial capacity of 346 SVPs. That capacity was able to be expanded to 372 SVPs through internal reconfiguration. In 2020, the vendor proposed an expansion to 750 clients at no cost to the state if TCCO were to extend the term of the vendor's contract. The TCCO Board approved the proposal in June 2020 and the first two buildings which expanded capacity for Tier 4 and Tier 4-Advanced Group Environment clients opened in October 2020 and expanded capacity to 398 SVPs.

2021 Legislative Changes

During the 87th Legislative Session, TCCO suggested statutory changes related to sex offender registration requirements for SVP clients residing at a civil commitment center, due process rights for SVP clients transferred from a less restrictive alternative to a civil commitment center, and the issuance of emergency detention orders in cases of SVP clients who were released from TDCJ prior to their commitment trial. Senate Bill 906 passed and became effective in 2021.

2023 Legislative Changes

During the 88th Legislative Session, TCCO suggested statutory changes related to offenses committed by SVP clients, the possession of alcohol and cell phones in a civil commitment facility, improper relationships between a SVP client and a TCCO employee or contractor, to clarify requirements related to the usage of mechanical or chemical restraints, to provide procedures for the court-ordered administration of psychotropic medications to SVP clients, to clarify TCCO's requirements regarding rulemaking, and to address frivolous lawsuits filed by SVP clients. Senate Bills 1179 and 1180 were passed and became effective in 2023.

2025 Legislative Changes & Curriculum Review

During the 89th Legislative Session, TCCO suggested statutory changes related to the handling of offenses committed by SVP Clients, sex offender registration of SVP clients convicted of murder or capital murder based on sexually motivated conduct, financial responsibility of SVP clients causing property damage or medical expenses, protection from liability for TCCO contractors and their employees engaging in good faith actions and to enhance efficiency in purchasing by TCCO. Senate Bill 1610 was passed and will be effective on September 1, 2025.

Also in 2025, TCCO is undergoing another routine review of the treatment curriculum at the Texas Civil Commitment Center to reorganize the curriculum in response to suggestions raised by case management and treatment staff to better address the clients' needs. While adjunct curricula will be added, no client will lose progress in the program as a result of these changes. The updated curriculum is in the final review stages in August 2025 and is anticipated to be implemented in FY 2026.

IV. Policymaking Structure

A. Complete the following table to provide information on members of your policymaking body.

**Texas Civil Commitment Office
Exhibit 5: Policymaking Body**

Member Name	Current Term / Appointment Dates / Appointed By (e.g., Governor, Lt. Governor, Speaker)	Previous Terms Served (if applicable)	Qualification (e.g., public member, industry representative)	City
Christy Jack	Term ends 02/01/2029; Appointed by the Governor	First appointed as a board member 2011; appointed as chair 2014; reappointed 2016; reappointed 2023	Experience in the investigation or prosecution of sex offenses.	Fort Worth
Kathryn McClure	Term Ends 02/01/2027; Appointed by the Governor	First appointed 2014; reappointed 2016; reappointed 2017; reappointed 2021	Experience in the investigation or prosecution of sex offenses.	Kingwood
Roberto Dominguez	Term ends 02/01/2029; Appointed by the Governor	First appointed 2014; reappointed 2016; reappointed 2023	Experience in the management of sex offenders. Experience in the investigation or prosecution of sex offenses.	Mission
Rona Stratton Gouyton	Term Ends 02/01/2027; Appointed by the Governor	First appointed 2016; reappointed 2017; reappointed 2021	Experience in counseling or advocating on behalf of victims of sexual assault.	Fort Worth
Bruce Toney	Term ends 02/01/2031; Appointed by the Governor	N/A	Experience in the management of sex offenders. Experience in the investigation or prosecution of sex offenses.	Sagerton

Table 5 Exhibit 5 Policymaking Body

B. Describe the primary role and responsibilities of your policymaking body.

The Texas Civil Commitment Office Board, established by Section 420A.002 of the Texas Government Code, is responsible for the oversight and management of the Texas Civil Commitment Office's operations, policies, and compliance with statutory requirements. The Board adopts rules necessary for the operation and management of the civil commitment program and reviews and approves the agency's budget, contracts, and priorities to ensure fiscal responsibility in the operation of the program.

C. How is the chair selected?

The TCCO Board Chair is appointed to that role by the Governor pursuant to Section 420A.003 of the Texas Government Code.

D. List any special circumstances or unique features about your policymaking body or its responsibilities.

Section 420A.002 of the Government Code specifies that of the five board members, one must be experienced in the management of sex offenders, one must be experienced in the investigation or prosecution of sex offenses, and one must be experienced in counseling or advocating on behalf of victims of sexual assault. There are no set requirements in statute for the other two members. However, although only three members of the board are required to meet specific criteria, all five of TCCO's current board members meet one or more of the specific criteria set out in Section 420A.002.

E. In general, how often does your policymaking body meet? How many times did it meet in fiscal years 2020 through 2024? Explain if the policymaking body met in-person or virtually during this time.

The TCCO Board meets quarterly. The Board met 20 times during FY 2020 through FY 2024. The board generally meets in-person, but did hold virtual meetings via videoconference during the height of the COVID pandemic from April 2020 to August 2021, with a return to in-person meetings for the October 2021 meeting. Since October 2021, the Board has continued to meet in person.

F. Does the policymaking body broadcast and archive its meetings?

Texas Civil Commitment Office Board meetings are open to the public and members of the public are able to attend in person. With the exception of the meetings held virtually via videoconference during the COVID pandemic, meetings are not livestreamed or archived online. Agendas are published online prior to the meeting and minutes are published online following adoption by the Board.

G. Briefly describe all the training the members of the agency's policymaking body receive. How often do members receive this training or updated materials?

Texas Civil Commitment Office Board Members participate in statutorily required trainings to include the Open Meetings Training sponsored by the Office of the Attorney General and the Governing Bodies Contract Management training sponsored by the Comptroller's Statewide Purchasing Division. Additionally, board members receive agency overview information as provided by agency staff and are provided with frequent updates regarding agency operations throughout their tenure as board members including copies of presentations agency staff have delivered to other stakeholders, updates regarding operational issues, or updates regarding procedural issues.

G. What information is regularly presented to your policymaking body to keep them informed about the agency's operations and performance?

The TCCO Executive Director is in frequent communication with TCCO Board members to provide real-time updates on agency operations and issues facing the agency to include staffing issues, client-related issues, significant operational issues or incidents, and contract-related issues. Additionally, at each board meeting the Executive Director provides a report regarding agency operations such as treatment programming, statistical information, client supervision, population/caseload updates and other ongoing issues. The TCCO Staff Attorney provides litigation updates to the Board as well at board meetings, on an as-needed basis.

H. How does your policymaking body obtain input from the public regarding issues under the agency's jurisdiction? How is this input incorporated into the operations of your agency?

The Texas Civil Commitment Office Board holds public meetings in compliance with the Texas Open Meetings Act. The TCCO Board considers all public comments received during public comment periods offered at Board meetings. TCCO also conducts a public customer service survey to gather feedback on agency operations and services. The survey is open to all individuals who wish to participate and the Board is briefed on results.

I. If your policymaking body uses subcommittees, advisory committees, councils, or other groups to carry out its duties, fill in the following table. *See Exhibit 6 Example.* For any advisory committees established in statute, please note the date of creation for the committee as well as the abolishment date as required by Texas Government Code, Section 2110.008.

In addition, please attach a copy of any reports your agency filed under Texas Government Code, Section 2110.007 regarding an assessment of any statutory advisory committees as Attachment 28.

**Texas Civil Commitment Office
Exhibit 6: Subcommittees and Advisory Committees**

Name of Subcommittee or Advisory Committee	Size / Composition / How are members appointed?	Purpose / Duties	Legal Basis for Committee (statute or rule citation)	Creation and Abolishment Dates
Budget Subcommittee	2 Members, Selected by the Chair	Review agency budgetary information and make recommendations to the full board.	Tex. Gov't Code 420A.003(a-1)	N/A – not an advisory committee established in statute.
Audit Subcommittee	2 Members, Selected by the Chair	Review agency audit information to include internal audit and contract monitoring functions; make recommendations to the full board.	Tex. Gov't Code 420A.003(a-1)	N/A – not an advisory committee established in statute.

Table 6 Exhibit 6 Subcommittees and Advisory Committees

V. Funding

A. Provide a brief description of your agency's major sources of funding.

The Texas Civil Commitment Office is funded primarily with General Revenue. TCCO clients who are not indigent are also required by statute to reimburse the agency for costs related to housing, treatment and GPS monitoring. The funds collected for this cost recovery are listed as Appropriated Receipts. Finally, the agency received a United States Department of Justice grant for \$250,000, which the agency is required to match. The grant period ends September 30, 2026.

B. List all riders that significantly impact your agency's budget.

Riders impacting TCCO and the TCCO budget are found in Health and Human Services Commission, Rider 113, General Appropriations Act, 88th Legislature. Specifically, Riders 113(d), 113(e), and 113(f) impact the TCCO budget as it relates to appropriations transfers between fiscal years, appropriations transfers between strategies, and offsite healthcare funding. The text of those three Riders is listed below.

(d) Appropriation Transfers Between Fiscal Years. Notwithstanding the transfer limitations in Rider 129, Limitations on Transfer Authority, Article IX, Section 14.01, Appropriation Transfers, and any other transfer limitations in this Act, TCCO may transfer appropriations made for the fiscal year ending August 31, 2025, to the fiscal year ending August 31, 2024, in Strategy M.1.1, Texas Civil Commitment Office, subject to the following conditions:

(1) Transfers under this rider may be made only if expenditures to supervise and treat civilly committed individuals exceed the funds appropriated for these services due to higher than anticipated caseloads in fiscal year 2024, including to cover expenditures to provide health care not covered under contract; and

(2) A transfer authorized by this rider must receive prior written approval of the Legislative Budget Board and the Office of the Governor.

(e) Appropriation Transfers Between Strategies. Notwithstanding the transfer limitations in Rider 129, Limitations on Transfer Authority, Article IX, Section 14.01, Appropriation Transfers, and any other transfer limitations in this Act, TCCO may transfer appropriations from Strategy M.1.2, TCCO Administration, to Strategy M.1.1, Texas Civil Commitment Office, to provide for the supervision and treatment of civilly committed individuals. A transfer authorized by this rider must receive prior written approval of the Legislative Budget Board and the Office of the Governor.

(f) Health Care Costs. Included in amounts appropriated above in Strategy M.1.1, Texas Civil Commitment Office, is \$1,851,685 in General Revenue in each fiscal year of the biennium for

TCCO to provide health care not covered under contract to civilly committed residents of a housing facility either operated by or contracted by TCCO. TCCO shall submit a report to the Legislative Budget Board and the Office of the Governor on medical costs covered under contract for the Texas Civil Commitment Center, and health care costs that are not covered under contract within 60 days of the end of each fiscal quarter. The format and content of the report shall be prescribed by the Legislative Budget Board.

C. Show your agency’s expenditures, including transfers, broken down into clear and easy-to-understand categories, as shown in the examples provided. This information forms the basis of the “Agency at a Glance” section of Sunset’s reports. See Exhibit 7 Example. Please ensure the totals provided for Expenditures and Sources of Revenue are equal.

**Texas Civil Commitment Office
Exhibit 7: Expenditures — Fiscal Year 2024 (Actual)**

Category	Amount Spent	Percentage of Total	Contract Expenditures Included in Total Amount
Client Services	\$23,928,016	94.2%	\$22,955,869
Administration	\$1,462,811	5.8%	\$79,723
GRAND TOTAL:	\$25,390,827	100%	\$23,035,592

Table 7 Exhibit 7 Expenditures

D. Show your agency’s sources of revenue broken down into clear and easy-to-understand categories, as shown in the examples provided. This information forms the basis of the “Agency at a Glance” section of Sunset’s reports. Include all local, state, and federal appropriations; all professional fees (for licensure and certification) and operating fees (charged to agency customers for services); and all other sources of revenue collected by the agency, including taxes and fines. See Exhibit 8 Example. Please ensure the totals provided for Expenditures and Sources of Revenue are equal.

**Texas Civil Commitment Office
Exhibit 8: Sources of Revenue — Fiscal Year 2024 (Actual)**

Source	Amount
General Revenue	\$25,115,678
Appropriated Receipts (Client Cost Recovery)	\$223,993
Department of Justice Grant (Federal)	\$51,156
TOTAL	\$25,390,827

Table 8 Exhibit 8 Sources of Revenue

E. If you receive funds from multiple federal programs, show the source agency and type of federal funding. See Exhibit 9 Example.

Texas Civil Commitment Office
Exhibit 9: Federal Funds — Fiscal Year 2024 (Actual)

N/A – the Texas Civil Commitment Office does not receive funds from multiple federal programs.

Table 9 Exhibit 9 Federal Funds

F. If applicable, provide detailed information on the fees your agency collects. Please explain how much fee revenue is deposited/returned to the General Revenue Fund and why, if applicable. See Exhibit 10 Example.

Texas Civil Commitment Office
Exhibit 10: Fee Revenue — Fiscal Year 2024

N/A – the Texas Civil Commitment Office does not collect fee revenue.

Table 10 Exhibit 10 Fee Revenue

VI. Organization

A. Provide an organizational chart that includes major programs and divisions and shows the number of FTEs in each program or division. Detail should include, if possible, division heads with subordinates and actual FTEs with budgeted FTEs in parentheses.

Please see attached.

B. Complete the table below listing the agency's headquarters and number of FTEs and, if applicable, field or regional offices. *See Exhibit 11 Example.*

Texas Civil Commitment Office
Exhibit 11: FTEs by Location — Fiscal Year 2025 (as of SER submission)

Headquarters, Region, or Field Office	Location	Number of Budgeted FTEs FY 2025	Number of Actual FTEs (as of SER submission)
Headquarters	Austin, Texas	16.7	14.2
Texas Civil Commitment Center	Littlefield, Texas	22	13.4
Regional Office	Arlington, Texas	1.1	1.1
Regional Office	Houston, Texas	1.2	1.2
		TOTAL: 41.00	TOTAL: 29.9

Table 11 Exhibit 11 FTEs by Location

C. What are your agency's FTE caps for fiscal years 2023-27?

FY 2023 – 37

FY 2024 – 41

FY 2025 – 41

FY 2026 – 42

FY 2027 – 42

D. How many temporary or contract employees did your agency have in fiscal year 2024? If use of contractors is significant, please break out totals by program or department. Please provide a short summary of the purpose of each position type, amount of expenditures per position type, and procurement methods used.

Texas Civil Commitment Office
Exhibit 12: Temporary/Contract Employees — Fiscal Year 2024

N/A – TCCO does not utilize temporary or contract employees.

Table 12 Exhibit 12 Temporary/Contract Employees

E. List each of your agency's key programs or functions, along with expenditures and FTEs by program. *See Exhibit 13 Example.* (If you have already completed the "Agency Program Information" spreadsheet in advance, you do not need to replicate any duplicative information below.)

Texas Civil Commitment Office
Exhibit 13: List of Program FTEs and Expenditures — Fiscal Years 2024 and 2025

Program	Actual FTEs FY 2024	Budgeted FTEs FY 2025	Actual Expenditures FY 2024	Budgeted Expenditures FY 2025
Texas Civil Commitment Office	30.7	41.0	\$2,187,028	\$2,703,334
TOTAL	30.7	41.0	\$2,187,028	\$2,703,334

Table 13 Exhibit 13 List of Program FTEs and Expenditures

VII. Guide to Agency Divisions and Programs

Please fill out the information below for **each** agency division, program, activity, or service as appropriate. *(If you have already completed the "Agency Program Information" spreadsheet in advance, you do not need to replicate any duplicative information below.)* Copy and paste questions A through M as many times as needed to discuss each division or program. If there is overlap in the information provided across various agency divisions or programs, please reference the relevant page/section rather than repeating the information. Contact Sunset staff with any questions about completing this section for your agency.

A. Provide the following information at the beginning of each description.

Name of division or program: Texas Civil Commitment Program

Location within the agency: Headquarters – Austin, regional offices in Littlefield, Arlington and Houston

Contact name: Marsha McLane

Statutory citation: Chapter 841, Texas Health and Safety Code

B. What is the objective of this division or program? Describe its major activities.

The objective of the Texas civil commitment program is to provide long-term, intensive supervision and treatment to civilly committed sexually violent predators. TCCO recognizes that the civil commitment of sexually violent predators is necessary for the protection of the citizens of the State of Texas. The Texas Civil Commitment Office is committed to providing long-term, comprehensive evidence-based treatment and supervision to civilly committed sexually violent predators to enhance the safety of the public with the ultimate goals of no more victims and maintaining accountability to the citizens of Texas. The Texas civil commitment program is

focused on the agency's equally important responsibilities for public safety, supervision, and treatment.

A sexually violent predator or SVP, as defined by Section 841.003 of the Texas Health and Safety Code, is a repeat sexually violent offender that suffers from a behavioral abnormality that makes the person likely to engage in a predatory act of sexual violence. A person is considered a repeat sexually violent offender if: the person is 1) convicted of more than one sexually violent offense and a sentence was imposed for at least one of the offenses; or 2) if the person was convicted of a sexually violent offense regardless of whether a sentence was imposed, or entered a plea of guilty or no contest to a sexually violent offense for a grant of deferred adjudication, or is adjudicated by a juvenile court as having engaged in delinquent conduct constituting a sexually violent offense and after that date the person is convicted, receives deferred adjudication, or is adjudicated as having engaged in delinquent conduct, the person commits a sexually violent offense for which the person is convicted and a sentence imposed. A behavioral abnormality is defined in Section 841.002 of the Health and Safety Code as a congenital or acquired condition that, by affecting a person's emotional or volitional capacity, predisposes the person to commit a sexually violent offense to the extent that the person becomes a menace to the health and safety of another person.

Qualifying sexually violent offenses, as defined by Section 841.002(8), include: Continuous Sexual Assault of a Child; Indecency with a Child by Contact; Sexual Assault; Aggravated Sexual Assault; Aggravated Kidnapping with the Intent to Sexually Abuse or Violate the Victim; Burglary of a Habitation with the Intent to Commit a Sexual Offense; Murder or Capital Murder Based On Sexually Motivated Conduct; or the attempt, conspiracy, or solicitation to commit one of the listed offenses. Additionally, an offense under the law of another state, federal law, or the Uniform Code of Military Justice which contains elements substantially similar to the Penal Code offenses listed above constitute sexually violent offenses.

TCCO participates in all stages of an individual's civil commitment either as a direct participant or by monitoring and tracking each individual through the process. TCCO's first involvement in the commitment process is through the multidisciplinary team (MDT). MDT is a seven-member panel made up of professionals from a variety of disciplines to include one mental health professional from the Department of State Health Services, one licensed peace officer with five years' experience or the officer's designee from the Department of Public Safety, one licensed sex offender treatment provider from the Council on Sex Offender Treatment, two members from TCCO, and two members from TDCJ to include one member from the Victims' Services Division and one from the sex offender rehabilitation program. MDT members are required to receive training regarding the eligibility criteria for commitment, the process of evaluating people for commitment and the sex offender treatment program for civilly committed individuals. The training is conducted by TDCJ and TCCO staff.

Upon receiving notice regarding a potential sexually violent predator, the MDT is required to review that individual's case within sixty days. The MDT's task is to assess whether the person is a repeat sexually violent offender and whether the person is likely to commit a sexually violent

offense after release, provide notice of the results of that assessment to TDCJ, and recommend the assessment of the person for a behavioral abnormality, if appropriate. A majority vote is required to recommend that the person receive further evaluation to determine whether the inmate has a behavioral abnormality that makes him or her likely to engage in repeated predatory acts of sexual violence. MDT may not re-review a case that was previously reviewed and recommended for a behavioral abnormality assessment unless, after that previous recommendation, the individual has been convicted of a new sexually violent offense or if the individual's parole was revoked due to the commission of a sexually violent offense, failure to adhere to sex offender treatment and supervision requirements, or failure to register as a sex offender.

Evaluation for a Behavioral Abnormality

If the MDT refers a person for a behavioral abnormality assessment, TDCJ is required within sixty days of referral to assess whether the person has a behavioral abnormality that makes him or her likely to engage in a predatory act of sexual violence. This is completed through an expert evaluation to include a clinical interview, psychological testing for psychopathy, a review of risk assessments, a review of records, a review of victim impact statements, institutional adjustment, and all relevant medical or psychiatric records or reports. The goal of the evaluation is to determine whether the person meets the definition of a behavioral abnormality, as set forth in the Health and Safety Code.

Referral to Prosecutor

If the evaluator determines that the inmate has a behavioral abnormality, TDCJ is required to provide notice of the assessment and supporting documentation to the District Attorney in the county of the inmate's last conviction for a sexually violent offense. The District Attorney, or Special Prosecution Unit (SPU) if the District Attorney has requested their assistance, upon receiving notice of the assessment and supporting documentation, reviews the case further to determine whether to file a petition for civil commitment in the inmate's court of last conviction for a sexually violent offense. In practice, nearly every case is handled by the SPU. The prosecutor has the discretion to determine which cases are filed; the statute does not mandate that all cases who have been determined to have a behavioral abnormality result in a civil commitment proceeding. The decision whether to file a petition for civil commitment must be made within 90 days of receiving the case referral from TDCJ. Throughout this process, TCCO tracks the inmate's status and is in constant communication with TDCJ and the SPU for status updates.

Filing a Petition and Trial

If the prosecutor moves forward with filing a petition and trial, the inmate is represented by the State Counsel for Offenders (SCFO) and both the prosecutor and the SCFO are entitled to obtain an additional evaluation. The inmate can choose to enter into an agreed judgment and admit that he or she is a sexually violent predator, or the inmate can move forward to trial. Section 841.065 of the Health and Safety Code specifies that any agreed order of civil commitment must require that the SVP submit to the treatment and supervision of TCCO. This is to ensure that all civilly committed SVPs are provided with appropriate supervision and treatment, which TCCO is

required by Section 841.007 to provide.

If a case goes to trial, the person has the right to a jury trial but can waive that right and elect for a bench trial. The Texas Rules of Civil Procedure apply to the civil commitment proceedings, including rules related to pre-trial discovery. However, at trial, the prosecutor is required to meet the criminal trial standard and prove beyond a reasonable doubt that the person 1) is a repeat sexually violent offender and 2) has a behavioral abnormality that makes him or her likely to engage in a predatory act of sexual violence. If the jury, or judge in a bench trial, determines the person met the two criteria of an SVP, the judge is required to commit the person for treatment and supervision to be coordinated by TCCO.

Final Judgment & Order of Commitment

An order of civil commitment and final judgment are then signed by the judge. The order of civil commitment, pursuant to Section 841.082 of the Health and Safety Code, imposes requirements upon the person to ensure the SVP's compliance with treatment and supervision. The order of civil commitment requires that the SVP: 1) reside where instructed by TCCO; 2) is prohibited from contacting a victim of the SVP; 3) participate in and comply with the sex offender treatment program and written requirements imposed by TCCO; 4) submit to GPS monitoring and refrain from tampering with or manipulating the GPS device; and 5) is prohibited from leaving the state without TCCO's authorization.

Pre-Release Tracking and Planning; Continuity of Care

The commitment order is effective immediately, but TCCO's active supervision and treatment of commence when the person is released from TDCJ. Following the client's commitment, TCCO obtains the client's TDCJ and prosecution records and creates a profile for the client in the TCCO case management database. Prior to a client's release from TDCJ, TCCO's Case Analyst tracks the client's release date to ensure that stakeholders are notified of the upcoming release and the client is picked up from TDCJ on his date of release by security officers from the Texas Civil Commitment Center. Prior to release, a TCCO Case Manager is assigned to the client. The Case Manager completes a thorough file review of the client's information to gain information related to the client's offense history, personal history, educational history, any relevant medical needs, experience in treatment, prior experience and behavior while under supervision and any potential issues that may arise with the client.

To maximize the efficient use of state resources, per Section 841.0821 of the Health and Safety Code, TDCJ is required to prioritize the enrollment in sex offender treatment programming of a committed person who has not yet been released. TCCO and TDCJ have collaborated to develop a multidisciplinary continuity of care program. Through this program, TCCO and TDCJ have worked together to develop an in-prison treatment program for civilly committed inmates that mirrors the sex offender treatment program provided by TCCO at the Texas Civil Commitment Center. This allows SVPs to benefit from treatment before being released from prison and to prepare to enter more advanced phases of treatment upon release to TCCO. The program includes a multidisciplinary team continuity of care teleconference regarding each SVP's individual progress while in TDCJ treatment programming wherein professionals from all aspects

of the TCCO program discuss the SVP's case with the SVP and the SVP's in-prison TDCJ treatment team. This also provides the SVP with an opportunity to learn about the TCCO treatment program and the SVP has the opportunity to ask questions. This program assists the SVPs' transitions to the TCCO program, allows SVPs to begin their treatment in TDCJ to maximize the use of taxpayer dollars and results in more effective supervision and treatment, thereby enhancing public safety. Of the seventy-six clients released to TCCO during FY 2024 and FY 2025 (to 07/30/2025), the clients were split relatively evenly between those assigned to Tier 1 and Tier 2 upon arrival to the Texas Civil Commitment Center with 35 clients being assigned to Tier 1 and 41 clients being assigned to Tier 2 after assessment.

For a detailed description of the tiered treatment program, the role of TCCO case managers and TCCO contract monitoring, please see Section II.A above.

Current Population Data

From inception through August 18, 2025, 712 individuals have been civilly committed as a SVP in Texas. As of August 18, 2025 there are 656 individuals currently civilly committed; these 656 individuals consist of 655 male SVPs and 1 female SVP. An additional twenty-six SVPs who were found by their biennial examiners to no longer have a behavioral abnormality have been completely released from civil commitment by the court. Of the 656 SVPs, 97 are in prison and 559 are in the community. The majority of the SVPs in the community, a total of 496, are located at the Texas Civil Commitment Center in Littlefield, Texas. Six SVPs are in Tier Five in the community; three in Houston and three in Fort Worth. An additional six SVPs are in state hospitals or state supported living centers, eight are in a county jail, six are in nursing homes, and 37 SVPs have passed away and are pending case closure with the court.

Caseload Growth

TCCO's caseload of SVPs in the community has grown significantly over the last ten years. Between FY 2014 and the end of FY 2024, TCCO's caseload grew by 206% from 174 SVPs in the community in FY 2014 to 533 SVPs in the community at the end of FY 2024. TCCO continually monitors anticipated caseload growth in order to estimate the type, amount, and cost of services that will be necessary for the SVP clients, including the space that is necessary to house SVPs. The Texas Civil Commitment Center is the only confined treatment facility for SVPs in Texas.

TCCO has closely monitored caseload growth in relation to capacity at the Texas Civil Commitment Center. The facility, which is owned by the vendor that operates the facility under contract with TCCO, had an initial capacity of 346 SVPs. That capacity was able to be expanded through internal configuration first to 372 and then to 488 following the addition of the Tier 4 and AGE housing and additional internal reconfiguration. In 2020, TCCO reached an agreement with the contracted service provider for the Texas Civil Commitment Center to expand capacity to 750 SVPs at no additional cost to the state. The contracted service provider has a new housing building for 96 clients, a new classroom/treatment building, and has begun work on two additional housing buildings with estimated completion dates in late 2025.

In projecting its population growth, TCCO completely revamped its caseload projection model in 2018 after working with TDCJ throughout the year to conduct a review of the population of inmates that were eligible for civil commitment. TCCO reviewed the inmates in TDCJ that were flagged as civil commitment eligible and found that these inmates would provide a steady pipeline of individuals who could be civilly committed. Based on the information regarding inmates eligible to be civilly committed along with average commitment rates and average time between commitment and release, TCCO developed an updated caseload projection model. In 2024, TCCO has again reviewed the caseload projection model and made only minor adjustments. The projections indicate that the number of SVPs who are civilly committed and in the community will continue to rise. TCCO's caseload is projected to reach 602 in FY 2026, and 637 in FY 2027.

Biennial Reviews and Petitions for Release

Once an individual has been civilly committed, a court order from the court of commitment or a higher court is required to release that person from civil commitment. If an appellate court overturns the district court's decision committing an individual as an SVP, TCCO has a policy and procedure in place to release that individual when the mandate is issued by the court. The court of commitment can also issue an order to release a client from civil commitment.

Chapter 841 envisions two procedures by which an SVP can be released from civil commitment: the biennial review process or through a petition for release. Each SVP has a right to file an unauthorized petition for release with the court of commitment alleging that he no longer has a behavioral abnormality and should be released. TCCO is required by statute to remind each SVP of this right on an annual basis. Case Managers accomplish this task each year and progress towards completion of the task is tracked by TCCO's case analyst.

Pursuant to Chapter 841.101, civilly committed SVPs are entitled to a review of their commitment status once every two years to determine if their behavioral abnormality has changed to the extent that the person is no longer likely to engage in a predatory act of sexual violence. TCCO contracts with clinical examiners to provide independent evaluations of SVPs. The clinical examiner's report along with a report from the SVP's assigned case manager and treatment provider are compiled by TCCO's case analyst and filed with the court of commitment by TCCO's staff attorney. A copy of the biennial examination is provided to the attorney representing the state, the SVP's attorney, and to the SVP. During FY 2023 and 2024, TCCO filed 438 biennial examinations with courts of commitment throughout the state. After the review of the biennial examination report and other supporting documents, if TCCO determines that a client's behavioral abnormality has changed to the extent that the client is no longer likely to engage in a predatory act of sexual violence, TCCO may authorize the client to petition the court for release. Correspondingly, if the TCCO determines that a client's behavioral abnormality has not changed to the extent that the client is no longer likely to engage in a predatory act of sexual violence, TCCO may not authorize the client to petition for release from civil commitment. However, an SVP has the right to file an unauthorized petition for release at any time and does not need to wait for a biennial review to do so. A civilly committed person may be released from civil commitment only by a court order from the court of commitment or a higher court.

An SVP is entitled by Chapter 841 to representation by counsel during the biennial review process and SCFO is appointed for that purpose. The biennial review is handled via submission to the court without SPU or the SVP and his attorney being physically present during a biennial review unless a hearing is set. If the court determines there is probable cause to believe that the SVP's behavioral abnormality has changed such that he or she is no longer likely to engage in a predatory act of sexual violence, the court is required to set the case for a hearing. The hearing can be held before a jury if requested by the SVP or the state. If a hearing is set, the state and the SVP are entitled to an additional examination by an expert. At the hearing, the state is required to prove beyond a reasonable doubt that the SVP's behavioral abnormality has not changed to the extent that he or she is no longer likely to engage in a predatory act of sexual violence. If the state fails to meet the burden, the court will issue an order releasing the SVP from civil commitment. As of July 31, 2025, twenty-six clients have been released from commitment by their committing court.

C. What information does the agency collect/use to assess the effectiveness and efficiency of this division or program? If applicable, briefly note any LBB performance measures (from Section II, Exhibit 2) but also provide any other metrics of program effectiveness and efficiency. Please provide the data source and/or methodology behind how each statistic or performance measure was determined. If you do not track measures of effectiveness for a given division, department, or program, please explain why.

TCCO maintains and reports on performance measures regarding the number of SVPs on TCCO's caseload. Other tools utilized by the agency to measure effectiveness include contract monitoring, case management performance metric reports, and internal risk-based auditing functions. However, the ultimate measure of TCCO's effectiveness is whether victims and potential victims of sexual violence were protected from future victimization by sexually violent predators which is not possible to quantify.

D. Describe any important history regarding this division or program not included in the general agency history section, including how the functions or services have changed over time. If the response to Section III of this report is sufficient, please leave this section blank.

Please see Section III.

E. List any qualifications or eligibility requirements for persons or entities affected by this division or program (e.g., licensees, consumers, and landowners). Provide a statistical breakdown of persons or entities affected.

To be civilly committed an individual must have been 1) convicted of more than one sexually violent offense and a sentence was imposed for at least one of the offenses; or 2) if the person was convicted of a sexually violent offense regardless of whether a sentence was imposed, or entered a plea of guilty or no contest to a sexually violent offense for a grant of deferred adjudication, or is adjudicated by a juvenile court as having engaged in delinquent conduct constituting a sexually violent offense and after that date the person is convicted, receives deferred adjudication, or is adjudicated as having engaged in delinquent conduct, the person commits a sexually violent offense for which the person is convicted and a sentence imposed. To

be eligible for review for civil commitment, the individual must be currently serving a sentence in TDCJ for at least one of the qualifying sexually violent offenses. Additionally, the person must have been determined to have a behavioral abnormality which is a congenital or acquired condition that, by affecting a person's emotional or volitional capacity, predisposes the person to commit a sexually violent offense to the extent that the person becomes a menace to the health and safety of another person.

F. Describe how the division or program is administered, including a description of key processes involved. If you have existing documentation (e.g., flowcharts, timelines, and other illustrations) to describe agency policies and procedures, please include them as attachments. Indicate how field/regional services are used, if applicable.

Please see the organization chart provided in Section VI of the report. The Texas Civil Commitment Office Board bears ultimate responsibility for the administration of the Texas civil commitment program. However, through Board Policy 1.03, the TCCO Board has delegated authority to the TCCO Executive Director to administer, organize, manage and supervise the daily operations of the Texas Civil Commitment Office.

G. If key to understanding the division or program, identify funding sources and amounts, including federal grants and pass-through monies. Describe any funding formulas or funding conventions. Please specify state funding sources (e.g., general revenue, appropriations rider, budget strategy, and fees/dues). (If you have already submitted funding source info through the "Agency Program Information" spreadsheet, please limit your response to funding formulas or funding conventions.)

The Texas civil commitment program is funded by General Revenue. TCCO also receives a small amount of funding through appropriated receipts which consist of the cost recovery payments made by clients to reimburse the agency for costs associated with housing, treatment and GPS monitoring. Finally, TCCO received a \$250,000 four-year federal grant to provide reentry technical training to clients, which the agency is required to match. The grant period ends on September 30, 2026.

H. Briefly discuss any memoranda of understanding (MOU), interagency agreements, or interagency contracts the agency uses to coordinate its activities and avoid duplication or conflict with other entities that provide similar or identical services or functions to the target population.

TCCO has a memorandum of understanding with HSHC to delineate the roles and responsibilities of TCCO and HHSC with regard to TCCO's administrative attachment to HHSC as set forth in Section 420A.011 of the Texas Government Code. This ensures that there is not duplication of duties between HHSC and TCCO with regard to administrative functions such as payroll or accounting.

TCCO also has a memorandum of understanding with TDCJ to outline continuity of care between the TDCJ in-prison sex offender treatment program and the Texas civil commitment program. The in-prison treatment programming offered to SVP clients prior to their release from prison as

developed under this MOU ensures that the in-prison program complements the TCCO program and does not duplicate efforts, allowing the SVP clients to begin their treatment in prison and not have to start over upon release.

I. If the division or program works with local, regional, or federal units of government, include a brief description of these entities and their relationship to the agency.

TCCO staff works closely with staff at multiple other agencies for a variety of functions related to the Texas civil commitment program. The below chart details the various local, state and federal entities with whom TCCO staff work.

Entity	TCCO Staff	Description
TDCJ Rehabilitation Programs Division	TCCO Case Analyst, TCCO Sex Offender Program Specialists	MDT participation, coordination of receipt of information regarding newly-committed SVP Clients
TDCJ Review and Release	TCCO Case Analyst	Coordination of release of SVP Clients to TCCO
TDCJ TCOOMMI	TCCO Case Analyst	Coordination of services for SVP Clients releasing from TDCJ that may require inpatient mental health treatment or nursing home care
TDCJ Reentry	TCCO Director of Case Management Services, TCCO Sex Offender Program Specialists	Obtaining identification documents of SVP Clients; participation in reentry taskforce meetings
TDCJ Victims Services	TCCO Staff Attorney, TCCO Deputy Director, TCCO Director of Case Management Services	Notification of SVP Client releases from commitment, death, or transfer out of the Texas Civil Commitment Center
TDCJ Parole Division	TCCO Case Managers, TCCO Director of Case Management Services, TCCO Deputy Director	Coordination of supervision of dually-supervised SVP Clients
TDCJ Executive Administration	TCCO Executive Director	Coordination and resolution of issues affecting both agencies
TDCJ Office of Inspector General	TCCO Executive Director, TCCO Deputy Director, TCCO Director of Case Management Services	Investigation of incidents or deaths at the Texas Civil Commitment Center; security support at TCCO Board Meetings

Entity	TCCO Staff	Description
Special Prosecution Unit	TCCO Executive Director, TCCO Deputy Director, TCCO Case Analyst, TCCO Staff Attorney	Coordination of commitment trials, biennial reviews and petitions for release
State Counsel for Offenders	TCCO Staff Attorney	Coordination of commitment trials, biennial reviews and petitions for release
Lamb County District & County Attorney	TCCO Executive Director, TCCO Deputy Director, TCCO Director of Case Management Services, TCCO Staff Attorney	Discussion and coordination of prosecution of SVP Client offenses occurring at the Texas Civil Commitment Center
Lamb County Sheriff	TCCO Executive Director	Discussion and coordination of prosecution of SVP Client offenses occurring at the Texas Civil Commitment Center
Lamb County Judge	TCCO Executive Director, TCCO Deputy Director	Discussion and coordination regarding Texas Civil Commitment Center issues
HHSC Chief Financial Officer	TCCO Executive Director, TCCO Budget Manager	Budgeting and financial issues
HHSC Human Resources	TCCO Executive Director, TCCO Staff Attorney, TCCO Deputy Director	Resolution of human resources/personnel issues
HHSC Legal	TCCO Staff Attorney	Resolution of legal issues
HHSC Procurement and Contracting Services	TCCO Staff Attorney, TCCO Special Projects Coordinator, TCCO Deputy Director	Coordination of TCCO procurement and contracting
HHSC Budget and Accounting	TCCO Budget Manager, TCCO Accountant, TCCO Deputy Director, TCCO Sex Offender Program Specialist	Processing of requisitions, issuance of purchase orders, reporting
HHSC Cash Management	TCCO Budget Manager, TCCO Deputy Director, TCCO Sex Offender Program Specialists	Grant funding and reporting
HHSC Behavioral Health Services	TCCO Director of Case Management Services, TCCO Deputy Director	Coordination of psychiatric services for SVP Clients

Entity	TCCO Staff	Description
LBB	TCCO Executive Director, TCCO Deputy Director, TCCO Budget Manager	Appropriations and funding coordination; reporting
Office of the Attorney General Law Enforcement Defense Division	TCCO Staff Attorney	Agency defense in litigation
Office of the Attorney General Open Records Division	TCCO Staff Attorney	Questions regarding the Public Information Act
Senate Finance Committee	TCCO Executive Director, TCCO Deputy Director, TCCO Budget Manager	Appropriations and funding coordination; reporting
House Appropriations Committee	TCCO Executive Director, TCCO Deputy Director, TCCO Budget Manager	Appropriations and funding coordination; reporting
Senate Criminal Justice Committee	TCCO Executive Director, TCCO Deputy Director	Legislative oversight
House Corrections Committee	TCCO Executive Director, TCCO Deputy Director	Legislative oversight
Office of the Governor	TCCO Executive Director, TCCO Deputy Director, TCCO Budget Manager	Agency issues, oversight and legislative matters
Department of Public Safety	TCCO Executive Director, TCCO Contract Monitors, TCCO Case Analyst, TCCO Case Managers, TCCO Director of Case Management Services, TCCO Sex Offender Program Specialists	Criminal investigations; SVP Client sex offender registration and compliance
United States Department of Justice	TCCO Deputy Director, TCCO Budget Manager, TCCO Sex Offender Program Specialists	Grant oversight

J. Are there any barriers or challenges that impede the division or program's performance, including any outdated or ineffective state laws? Explain.

There are several barriers or challenges in operating the Texas civil commitment program. One potential barrier or challenge is that TCCO has no control over how many individuals are civilly committed but is required to provide supervision and treatment to all SVP Clients upon their release from prison. This means that TCCO has no control over its caseload growth which can

present both a logistical/financial challenge as well as a practical challenge in supervising and treating individuals who are not interested in changing their behavior. On the financial and logistical side, TCCO projects caseloads and tracks progress towards those projections as well as submits legislative appropriations requests based on projected caseloads. However, if courts were to begin committing more individuals during a biennium and caseloads greatly exceed expectations, this could result in TCCO not having sufficient resources to provide required services to all clients. The practical challenge is that the SVP clients are required by court order to participate in TCCO's program but not all clients are dedicated to changing their behavior. Several SVP Clients have continued to engage in felony and violent behaviors while at the civil commitment center which interferes with their ability to progress in treatment and places staff and other clients at risk. TCCO has seen an increase in assaults through 2023 and 2024; in 2023 there were 31 assaults including 12 against a staff member and in 2024 there were 38 assaults including 6 against a staff member with 2 resulting in major injuries. The behaviors of these clients creates a challenging environment for staff to work in as well as hinders the therapeutic environment for other clients who are trying to move forward and address their behavioral abnormality.

Another challenge faced by the agency is in locating resources and services for clients reaching Tier 5. Clients have been civilly committed from counties throughout the state. However, as a very specialized field of treatment, there are not sex offender treatment providers in all areas of the state. Additionally, it can be difficult to locate housing opportunities of landlords that are willing to rent to a civilly committed sexually violent predator. Finally, even if treatment and housing were available, it may not be cost effective to hire a staff member to supervise a single client in an area with no other clients.

As a small agency, TCCO contracts out the operation of the civil commitment center to a private vendor who charges a per diem rate for each SVP Client placed at the center. The services provided include housing, meals, the onsite primary care clinic, sex offender treatment, life skills programming and security staff. However, staffing security officer positions is a challenge. As of July 30, 2025 there were 23 vacant security officer positions of the required 76.6 positions. A significant driver of this security officer position vacancy is the rate that the contractor is able to pay these positions. Security officers at the civil commitment center are paid \$16 per hour while TDCJ correctional officers currently have a starting salary of \$23.61 per hour for Fiscal Year 2025 and it is TCCO's understanding that this rate will rise to \$26 per hour for Fiscal Year 2026. With a new TDCJ unit opening within a short driving distance of the civil commitment center in Fiscal Year 2026, TCCO will be competing for the same pool of applicants and is not likely to increase staffing or retention at the current salary rates. Although an exceptional item was presented as part of TCCO's 2026-2027 legislative appropriations request for a per diem rate increase, this increase was not funded and TCCO does not have room in the budget to otherwise increase the per diem rate. Accordingly, the officers will continue to be paid at the lower rate based on per diem rates negotiated in 2019 during a much different economic climate.

Finally, another barrier or challenge to operating the civil commitment program is the difficulty in predicting what offsite healthcare services will be needed, locating necessary providers to provide those services and obtaining funding for those costs. TCCO clients in Tiers 1 through 4

are required to reside at the civil commitment center and are not permitted to leave the center on their own. Accordingly, TCCO has a constitutional obligation to ensure the clients have access to healthcare both onsite at the center and in the community as needed. The civil commitment center provides onsite primary care. Specialty care, emergency care, surgical care, and hospitalization require that clients are taken offsite to hospitals and specialty providers in the community. However, many providers are not willing to work with the population due to the clients' history and types of offenses committed. As a result, it is difficult to locate necessary services such as offsite healthcare specialists who are willing to see SVP clients. Additionally, the SVP Client population is an aging population – 82% of TCCO's clients are age 50 or older – and many of the clients have numerous chronic health conditions. It has been extremely difficult to project the total funding needed for offsite healthcare and TCCO has not had sufficient funding for offsite healthcare appropriated during the time period of FY 2020 to 2025 and this will continue into the FY 2026-2027 biennium. As an example, in FY 2023, TCCO was appropriated \$771,080 but expended more than \$3 million for offsite healthcare. In FY 2024, TCCO was appropriated \$1,851,685 and have expended \$3,099,178.11 to date. In FY 2025, TCCO was again appropriated \$1,851,685 and has expended \$2,178,149 with the TCCC vendor having already paid approximately \$7,000,000 in medical expenses that will be billed to TCCO. TCCO received supplemental appropriations for FY 2025 in House Bill 500 (89th R.S.) but anticipates an offsite healthcare funding need even beyond the supplemental appropriations. During FY 2022 and FY 2023, TCCO received a budget transfer from HHSC to pay for the portion of the offsite healthcare shortfall the agency could not cover with operating savings and will do the same for FY 2025. Actual expenditures for offsite healthcare have exceeded appropriations leading to difficult agency decisions such as whether to leave needed positions vacant, reduce programming, or make other cuts in order to provide medically necessary care to clients.

K. Provide any additional information needed to gain a preliminary understanding of the division or program.

To fully understand the Texas civil commitment program, it is imperative to understand the depth of the depravity of the clients to whom TCCO is required to provide services; these clients are not the "typical" sex offender. Rather, this clientele is one with lengthy histories of deviant behaviors that have been ingrained over many years, even decades and the process to break through those behaviors and work with the client to address his thinking patterns is a long-term and intensive process. While the clients have been convicted of at least two sexually violent offenses, through the treatment process the clients disclose high numbers of unadjudicated sexual offending behaviors. TCCO conducted a review of the sexual offending behaviors to which clients admitted when completing that portion of the Tier 2 curriculum. Clients in Tier 2 are required to complete a detailed sexual history to discuss all sexual behaviors, including offending behaviors, and then take a polygraph over those disclosures. The 354 SVP clients who have passed sexual history polygraphs admitted to a total of 162,944 sexual offenses.

L. Regulatory programs relate to the licensing, registration, certification, or permitting of a person, business, piece of equipment, or other entity (e.g., a facility). For each regulatory program, if applicable, describe:

- **Why the regulation is needed**
- **The scope of, and procedures for, inspections or audits of regulated entities**
- **Follow-up activities conducted when non-compliance is identified**
- **Actions available to the agency to ensure compliance**
- **Procedures for handling consumer/public complaints against regulated entities**

N/A – TCCO does not perform functions relating to the licensing, registration, certification or permitting of a person, place, business, equipment or entity.

M. For each regulatory program, if applicable, provide detailed information on complaint and regulatory actions, including investigations and complaint resolutions. The data should cover the last five fiscal years and give a complete picture of the program’s regulatory activity, including comprehensive information from initiation of a complaint to resolution of a case. The purpose of the table is to create uniformity across agencies under review to the extent possible, but you may make small adjustments to the table headings as needed to better reflect your agency’s particular programs. If necessary to understand the data, please include a brief description of the data source and/or methodology supporting each measure. In addition, please briefly explain or define terms as used by your agency such as complaint, grievance, investigation, enforcement action, jurisdictional scope, etc.

N/A for the Texas Civil Commitment Office - TCCO does not perform functions relating to the licensing, registration, certification or permitting of a person, place, business, equipment or entity and accordingly does not have complaint and regulatory actions.

VIII. Statutory Authority and Recent Legislation

A. Fill in the following tables, listing citations for all state and federal statutes that grant authority to or otherwise significantly impact your agency. Do not include general state statutes that apply to all agencies such as the Public Information Act, the Open Meetings Act, or the Administrative Procedure Act. Provide information on Attorney General opinions from fiscal years 2020-2024 or earlier significant Attorney General opinions that affect your agency’s operations.

Texas Civil Commitment Office
Exhibit 15: Statutes / Attorney General Opinions

Statutes

Citation / Title	Authority / Impact on Agency (e.g., “provides authority to license and regulate nursing home administrators”)
Texas Government Code, Chapter 420A	This chapter is the agency’s enabling statute.
Texas Health and Safety Code, Chapter 841	This chapter sets forth the civil commitment process and program.

Table 21 Exhibit 15 Statutes

Attorney General Opinions

Attorney General Opinion No.	Impact on Agency
KP-0149	This opinion, requested by the Lamb County Attorney, answered the question of whether civilly committed sexually violent predators are eligible to vote by mail under Section 82.002 of the Texas Election Code. The opinion determined that SVP clients are eligible to vote by mail which permitted the agency to implement SVP client voting in the safest, most efficient, cost effective way possible; reducing risk to the public by reducing SVP Client transports into the community.

Table 22 Exhibit 15 Attorney General Opinions

B. Provide a summary of significant legislation regarding your agency by filling in the tables below or attaching information already available in an agency-developed format. Briefly summarize the key provisions. For bills that did not pass but were significant, briefly explain the key provisions and issues that resulted in failure of the bill to pass (e.g., opposition to a new fee or high cost of implementation). Place an asterisk next to bills that could have a major impact on the agency. See Exhibit 16 Examples.

Texas Civil Commitment Office
Exhibit 16: 89th Legislative Session

Legislation Enacted

Bill Number	Author	Summary of Key Provisions
SB 1610	Perry, Flores	SB 1610 is related to the handling of offenses committed by SVP Clients, sex offender registration of SVP clients convicted of murder or capital murder based on sexually motivated conduct, financial responsibility of SVP clients causing property damage or medical expenses, protection from liability for TCCO contractors and their employees engaging in good faith actions and to enhance efficiency in purchasing by TCCO. Senate Bill 1610 was passed and will be effective on September 1, 2025.

Table 23 Exhibit 16 Legislation Enacted 89th Legislature

Legislation Not Passed

N/A there was not any TCCO-related legislation that did not pass during the 89th Legislative Session.

Table 24 Exhibit 16 Legislation Not Passed 89th Legislature

IX. Major Issues

The purpose of this section is to briefly describe any potential issues raised by your agency, the Legislature, or stakeholders that Sunset could help address through changes in statute to improve your agency's operations and service delivery. Inclusion of an issue does not indicate support, or opposition, for the issue by the agency's board or staff. Instead, this section is intended to give the Sunset Commission a basic understanding of the issues so staff can collect more information during extensive research on your agency. Some questions to ask in preparing this section may include: (1) How can your agency do a better job in meeting the needs of customers or in achieving agency goals? and (2) What barriers exist that limit your agency's ability to get the job done?

Emphasis should be given to issues appropriate for resolution through changes in state law. Issues related to funding or actions by other governmental entities (federal, local, quasi-governmental, etc.) may be included, but the Sunset Commission has no authority in the appropriations process or with other units of government. If these types of issues are included, the focus should be on solutions that can be enacted in state law.

This section contains the following components: Major Issues List (Questions A-C) and Obstacles, Unnecessary Functions, and Opportunities (Questions D-F). Complete the first three questions for **each** issue. Copy and paste components A through C as many times as needed to discuss each issue. *See Major Issues Example.*

A. Brief Description of Issue

B. Discussion

Background. Include enough information to give context for the issue. Information helpful in building context includes:

- What specific problems or concerns are involved in this issue?
- Who does this issue affect?
- What is the agency's role related to the issue?
- Do any sections of state law create or contribute to the issue?
- Is there any previous legislative action related to the issue?

C. Possible Solutions and Impact

Provide potential recommendations to solve the problem. Feel free to add a more detailed discussion of each proposed solution, including:

- How will the proposed solution fix the problem or issue?
- How will the proposed change impact any entities or interest groups?
- How will your agency's performance be impacted by the proposed change?
- What are the benefits of the recommended change?

- What are the possible drawbacks of the recommended change?
- What is the fiscal impact of the proposed change?

Major Issue 1: Staffing and Retention of Contracted Security Staff

Brief Description

As a small agency, TCCO contracts out the operation of the civil commitment center to a private vendor who charges a per diem rate for each SVP Client placed at the center. The services provided include housing, meals, the onsite primary care clinic, sex offender treatment, life skills programming and security staff. However, staffing security officer positions is a challenge but security staff are needed for every aspect of operating the Texas Civil Commitment Center. TCCO has not received sufficient appropriations to fund a per diem rate increase to allow for higher security officer salaries at the Texas Civil Commitment Center.

Discussion

As of July 30, 2025 there were 23 vacant security officer positions of the required 76.6 security officer positions. A significant driver of this security officer position vacancy is the rate that the contractor is able to pay these positions. Security officers at the civil commitment center are paid \$16 per hour while TDCJ correctional officers currently have a starting salary of \$23.61 per hour for Fiscal Year 2025 and it is TCCO's understanding that this rate will rise to \$26 per hour for Fiscal Year 2026. With a new TDCJ unit opening within a short driving distance of the civil commitment center in Fiscal Year 2026, TCCO will be competing for the same pool of applicants and is not likely to increase staffing or retention at the current salary rates. Although an exceptional item was presented as part of TCCO's 2026-2027 legislative appropriations request for a per diem rate increase, this increase was not funded.

Possible Solutions

TCCO does not have room in the budget to otherwise increase the per diem rate without cutting other necessary staff or reducing necessary services. Specifically, TCCO could attempt to free up the funds for a security officer salary increase by reducing programming to cut costs, not filling vacancies, or cutting other staff. However, these solutions each have significant drawbacks in reducing the quality of services provided to the clients which could impact clients' ability to progress through the program resulting not only in liability to the program but also in longer overall stays for clients. TCCO is open to all suggestions regarding methods to increase security officer pay in order to retain and recruit the staff needed for the operation of the Texas Civil Commitment Center.

Major Issue 2: Difficulty in Projecting Offsite Healthcare Needs

Brief Description

A major issue facing the agency is the difficulty in predicting what offsite healthcare services will be needed, locating necessary providers to provide those services and obtaining funding for those costs.

Discussion

TCCO clients in Tiers 1 through 4 are required to reside at the civil commitment center and are not permitted to leave the center on their own. Accordingly, TCCO has a constitutional obligation to ensure the clients have access to healthcare both onsite at the center and in the community as needed. The civil commitment center provides onsite primary care and has medical staff onsite 16 hours a day, 7 days a week. Specialty care, emergency care, surgical care, and hospitalization require that clients are taken offsite to hospitals and specialty providers in the community and the Texas civil commitment center vendor is required to pay the first \$25,000 of offsite medical costs for each client each fiscal year. However, many providers are not willing to work with the population due to the clients' history and types of offenses committed. As a result, it is difficult to locate necessary services such as offsite healthcare specialists who are willing to see SVP clients. Additionally, the SVP Client population is an aging population – 82% of TCCO's clients are age 50 or older – and many of the clients have numerous chronic health conditions. It has been extremely difficult to project the total funding needed for offsite healthcare and TCCO has not had sufficient funding for offsite healthcare appropriated during the time period of FY 2020 to 2025 and this will continue into the FY 2026-2027 biennium. As an example, in FY 2023, TCCO was appropriated \$771,080 but expended more than \$3 million for offsite healthcare. In FY 2024, TCCO was appropriated \$1,851,685 and have expended \$3,099,178.11 to date. In FY 2025, TCCO was again appropriated \$1,851,685 and has expended \$2,178,149 with the TCCC vendor having already paid approximately \$7,000,000 in medical expenses that will be billed to TCCO. TCCO received supplemental appropriations for FY 2025 in House Bill 500 (89th R.S.) but anticipates an offsite healthcare funding need even beyond the supplemental appropriations. During FY 2022 and FY 2023, TCCO received a budget transfer from HHSC to pay for the portion of the offsite healthcare shortfall the agency could not cover with operating savings and will do the same for FY 2025. Actual expenditures for offsite healthcare have exceeded appropriations leading to difficult agency decisions such as whether to leave needed positions vacant, reduce programming, or make other cuts in order to provide medically necessary care to clients.

Possible Solutions

TCCO has worked with the Legislative Budget Board throughout the Fiscal Year 2024-2025 biennium regarding offsite healthcare funding needs and projections, including providing large quantities of data to LBB to see if there is a better projection method for these expenses. No new or improved method to project offsite healthcare funding needs came about as part of this work. However, there are several other agencies that are required to provide healthcare to a confined population such as TDCJ, TJJD and the Health and Human Services Commission. The state may be able to leverage volume pricing and economies of scale if those three entities and

TCCO were to join together for the provision of necessary healthcare services to the client population.

Major Issue 3: Difficulty in Finding Placements for Clients in Need of Long-Term Care

Brief Description

More than 82% of TCCO's client population is over the age of 50 and the majority of TCCO's clients suffer from multiple chronic health conditions. As the population grows and continues to age, TCCO experiences a need for clients to be placed in long-term care settings such as nursing homes or hospice. However, there are extremely limited opportunities for such placements with many nursing homes being unwilling to house sex offenders or being unwilling to accept patients that have not yet been approved for Medicare/Medicaid or Social Security and TCCO clients are not eligible to be approved for such benefits while residing at the Texas civil commitment center.

Discussion

TCCO has worked to identify nursing homes that are willing to work with TCCO clients and maintains relationships with those facilities to include ensuring that case managers are active in completing visits at those nursing homes and prompt in addressing any issues. TCCO maintains a listing of nursing homes to aid in searches and has a procedure for reviewing potential placements of a client in a nursing home. TCCO also completes benefits applications while the client is at the civil commitment center and provides updates to the Social Security Administration once a client leaves the center for the nursing home.

Possible Solutions

TCCO is open to all suggestions regarding locating long-term care placement for SVP clients whose medical condition has deteriorated such that the client is no longer able to safely reside at the Texas civil commitment center.

D. What key obstacles impede your agency's ability to achieve its objectives?

Obstacles that impede TCCO's ability to achieve our objectives include: 1) limited providers serving this population and 2) the population's own resistance to change. Below please find a discussion of each obstacle.

Obstacle 1: Limited Providers Available

As indicated above, as a small agency TCCO relies heavily upon contracted services providers to achieve our mission. However, there are not very many providers who are willing and able to provide services to sexually violent predator clients. This leads to a lack of competition when TCCO is issuing procurements and a lack of competition in turn leads to no incentive to reduce pricing. With regard to the civil commitment center, there are only two companies in the United States that provide both security/housing and treatment services to civilly committed SVPs. This leads to a lack of competition when TCCO issues RFPs for housing services. Similarly, sex offender treatment is a highly specialized field requiring not only a primary mental health license but also

a secondary specialty license from the Council on Sex Offender Treatment. As of the most recent roster published by CSOT on July 1, 2025 there are only 541 sex offender treatment providers in the state with the majority centralized in urban areas. This can make recruitment of experienced sex offender treatment providers for the Texas Civil Commitment Center difficult.

Obstacle 2: SVP Clients' Resistance to Change

SVP clients are required by court order to participate in TCCO's program but not all clients are dedicated to changing their behavior. The SVP Clients have lengthy histories of deviant behaviors that have been ingrained over many years or even decades and the process to break through those behaviors and work with the client to address his thinking patterns is a long-term and intensive process. Several SVP Clients have also continued to engage in felony and violent behaviors while at the civil commitment center which interferes with their ability to progress in treatment and places staff and other clients at risk. TCCO has seen an increase in assaults through 2023 and 2024; in 2023 there were 31 assaults including 12 against a staff member and in 2024 there were 38 assaults including 6 against a staff member with 2 resulting in major injuries. The behaviors of these clients creates a challenging environment for staff to work in as well as hinders the therapeutic environment for other clients who are trying to move forward and address their behavioral abnormality.

E. What, if any, agency or program functions does your agency perform that are no longer serving a clear and ongoing purpose? Could any agency functions be eliminated so agency resources could be better directed elsewhere? If so, which?

The version of Chapter 841 in effect from 2015 to 2017, required all SVP Clients residing at the civil commitment center wear a GPS monitor at all times. Senate Bill 1576 changed this requirement in 2017 to require TCCO clients that reside inside the civil commitment center are only required to wear a GPS monitor inside the facility if they are in the two most restrictive tiers of treatment or on a disciplinary status. The original purpose of wearing GPS monitors while in the community continues to provide a clear purpose in tracking each client's movements throughout the community. However, the requirement to wear a GPS monitor inside a confined facility no longer serves a clear purpose. Further, the structure of the civil commitment center as a concrete building results in multiple GPS alerts due to poor signal strength inside the building, resulting in staff time to review and respond to these false alarms. The requirement of clients wearing a GPS monitor inside a total confinement facility comes at a significant cost to the agency in terms of actual cost of the monitoring equipment and staff time to respond to GPS monitor alerts for clients that are inside the facility. TCCO intends to recommend a change to this statute during the 90th Legislative Session to remove the requirement that SVP Clients wear a GPS monitor while inside the Texas Civil Commitment Center.

F. Aside from acquiring additional staff or funding, what are your agency's biggest opportunities for improvement in the future? For example, are there other programs or duties the agency could take on to better carry out its mission?

An area of opportunity for improvement would be for the agency to have an outside expert perform a thorough evaluation of the treatment program to determine strengths, weaknesses

and recommended updates to the program or staff training. This would ensure the program continues to utilize best practices and identify any portions of the program that are no longer serving the clients in the best way possible as well as identify any updated staff training needs. TCCO anticipates requesting an exceptional item related to this evaluation as part of the Legislative Appropriations Request for the 90th Legislative Session.

X. Other Contacts

A. Fill in the following tables with updated information on people with an interest in your agency. Be sure to include their most recent email address.

Texas Civil Commitment Office Exhibit 17: Other Contacts

Interest Groups

(groups affected by agency actions or that represent others served by or affected by agency actions)

Group or Association Name/ Contact Person	Address	Telephone	Email Address
Families Against Committing Texans Stand Up	N/A	817-501-3655	jlouwilliams2010@yahoo.com
TX CURE	11900 Jollyville Rd. #200804 Austin, Texas 78720	512-729-1998	info@txcureinc.org

Table 25 Exhibit 17 Interest Groups

Interagency, State, or National Associations

(that serve as an information clearinghouse or regularly interact with your agency)

Group or Association Name/ Contact Person	Address	Telephone	Email Address
SOCCPN – Sex Offender Civil Commitment Programs Network	N/A	N/A	info@soccpn.org

Table 26 Exhibit 17 Interagency, State, and National Associations

Liaisons at Other State Agencies

(with which your agency maintains an ongoing relationship, e.g., the agency's assigned analyst at the Legislative Budget Board or attorney at the Attorney General's office)

Agency Name / Relationship / Contact Person	Address	Telephone	Email Address
Office of the Governor / Budget & Policy Advisor / Tamela Griffin	1100 San Jacinto Blvd. Austin, Texas 78701	512-463-8737	Tamela.Griffin@gov.texas.gov
Legislative Budget Board / Executive Director/ Jerry McGinty	1501 North Congress, Fifth Floor Austin, Texas 78701	512-463-1200	Jerry.McGinty@lbb.texas.gov
Legislative Budget Board / Budget Analyst Supervisor / Samantha Brock	1501 North Congress, Fifth Floor Austin, Texas 78701	512-463-1050	Samantha.Brock@lbb.texas.gov
Texas Department of Criminal Justice / Executive Director (eff 9/1/25) / Bobby Lumpkin	PO Box 99 Huntsville, Texas 77342	936-437-2101	Bobby.Lumpkin@tdcj.texas.gov

Agency Name / Relationship / Contact Person	Address	Telephone	Email Address
Texas Department of Criminal Justice / Inspector General / Lance Coleman	PO Box 13084 Austin, Texas 78711	512-671-2480	Lance.Coleman@tdcj.texas.gov
Texas Department of Criminal Justice / Parole Division Director / Rene Hinojosa	8610 Shoal Creek Blvd. Austin, Texas 78757	512-406-5401	Rene.Hinojosa@tdcj.texas.gov
Texas Department of Criminal Justice / General Counsel / Stephanie Greger	PO Box 4004 Huntsville, Texas 77342	936-437-6700	Stephanie.Greger@tdcj.texas.gov
Texas Department of Criminal Justice / Chief Financial Officer / Ron Steffa	PO Box 4015 Huntsville, Texas 77342	936-437-2107	Ron.Steffa@tdcj.texas.gov
Texas Department of Criminal Justice / Rehabilitation & Reentry Division Director / April Zamora	4616 W. Howard Lane, Building 2 Suite 200 Austin, Texas 78728	512-671-2580	April.Zamora@tdcj.texas.gov
Texas Department of Criminal Justice / Victims Services Division Director / Angie McCown	8712 Shoal Creek Blvd. Suite 265 Austin, Texas 78757	512-406-5917	Angie.McCown@tdcj.texas.gov
Texas Department of Criminal Justice / Sex Offender Rehabilitation Programs Division Director / Jennifer Deyne	PO Box 99 Huntsville, Texas 77342	936-437-2882	Jennifer.Deyne@tdcj.texas.gov
Texas Department of Criminal Justice / Classification & Inmate Transportation Release Program Supervisor / Justin Taylor	PO Box 99 Huntsville, Texas 77342	936-437-6485	Justin.Taylor@tdcj.texas.gov
Texas Department of Criminal Justice / Reentry Management / Carina Garcia	4616 W. Howard Lane, Building 2 Suite 200 Austin, Texas 78728	512-671-2512	Carina.Garcia@tdcj.texas.gov
Texas Department of Criminal Justice / TCOOMMI / Tawnya Archer	4616 W. Howard Lane, Building 2 Suite 200 Austin, Texas 78728	512-671-2110	Tawnya.Archer@tdcj.texas.gov
Board of Pardons and Paroles / Board Chair/ Marsha Moberly	1212 N. Velasco, Suite 201 Angleton, Texas 77515	979-849-3031	Marsha.Moberly@tdcj.texas.gov

Self-Evaluation Report

Agency Name / Relationship / Contact Person	Address	Telephone	Email Address
Board of Pardons and Paroles / Chief Operating Officer / Timothy McDonnell	8610 Shoal Creek Blvd. Austin, Texas 78757	512-406-5450	Timothy.McDonnell@tdcj.texas.gov
Health & Human Services Commission/ Executive Commissioner / Cecile Young	PO Box 13247 Austin, Texas 78711-3147	512-424-6502	Cecile.Young@hhs.texas.gov
Health & Human Services Commission / Chief Financial Officer / Trey Wood	PO Box 13247 Austin, Texas 78711-3147	512-707-6080	Trey.Wood@hhs.texas.gov
Health & Human Services Commission/ Chief Operating Officer / Maurice McCreary	PO Box 13247 Austin, Texas 78711-3147	512-424-6860	Maurice.McCreary@hhs.texas.gov
Health & Human Services Commission/ Behavioral Health Service Deputy Executive Commissioner / Trina Ita	PO Box 13247 Austin, Texas 78711-3147	512-696-4485	Trina.Ita01@hhs.texas.gov
Health & Human Services Commission / Mental Health Statewide Coordinator / Dr. Courtney Harvey	PO Box 13247 Austin, Texas 78711-3147	737-247-6948	Courtney.Harvey@hhs.texas.gov
Health & Human Services Commission/ Health and Specialty Care Systems Deputy Executive Commissioner / Scott Schalchlin	PO Box 13247 Austin, Texas 78711-3147	512-416-0348	Scott.Schalchlin@hhs.texas.gov
Health & Human Services Commission/ Chief Information Officer / Sylvia Hernandez Kauffmann	PO Box 13247 Austin, Texas 78711-3147	737-229-0162	Sylvia.Kauffmann@hhs.texas.gov
Health & Human Services Commission / Human Resources Employee Relations Manager / Cynthia Lewis	4601 W. Guadalupe Street Austin, Texas 78751	512-707-6137	Cynthia.Lewis01@hhs.texas.gov
Health & Human Services Commission / Associate Director of Operations Payroll, Time, Labor and Leave / Theresa Pratt	4601 W. Guadalupe Street Austin, Texas 78751	737-867-6636	Theresa.Pratt@hhs.texas.gov

Agency Name / Relationship / Contact Person	Address	Telephone	Email Address
Health & Human Services Commission / Associate Director Legal Services Division / Shelley Janda	4601 W. Guadalupe Street Austin, Texas 78751	512-424-6823	Shelley.Janda@hhs.texas.gov
Health & Human Services Commission / Budget Manager / Andrea Clemons	PO Box 13247 Austin, Texas 78711-3147	512-294-7181	Andrea.Clemons@hhs.texas.gov
Health & Human Services Commission / Budget Analyst / Anita Shelton	PO Box 13247 Austin, Texas 78711-3147	737-867-7451	Anita.Shelton@hhs.texas.gov
Health & Human Services Commission / Cash Management Accountant / Priscilla Garcia	4601 W. Guadalupe St., Austin, TX 78751	N/A	Priscilla.Garcia@hhs.texas.gov
Health & Human Services / Mental Health Programs, Policy and Planning / Jan Morong	PO Box 13247 Austin, Texas 78711-3147	512-517-9875	Jan.Morong@hhs.texas.gov
Health & Human Services Commission / Statewide Behavioral Health Coordinating Council Coordinator / Adriana Flores	PO Box 13247 Austin, Texas 78711-3147	737-263-7827	MentalHealth_SBHCC@hhs.texas.gov
Health & Human Services Commission / State Hospital Continuity of Services Manager / Matthew Moravec-Gallagher	PO Box 149347, MC 2023 Austin, Texas 78714	430-244-9933	Matthew.Moravec-Gallagher1@hhs.texas.gov
Health & Human Services Commission/ Mental Health Contract Management Unit Contract Administration Manager / Adam Wollmer	4601 W. Guadalupe St., Austin, TX 78751	512-608-3525	Adam.Wollmer@hhs.texas.gov
Health & Human Services Commission / Procurement and Contracting Services Associate Commissioner / Rebecca Martinka	4601 W. Guadalupe St., Austin, TX 78751	512-915-3382	Rebecca.Martinka@hhs.texas.gov
Health & Human Services Commission / Federal Funds Director / Racheal Kane	4601 W. Guadalupe St., Austin, TX 78751	512-424-6663	Racheal.Kane@hhs.texas.gov

Self-Evaluation Report

Agency Name / Relationship / Contact Person	Address	Telephone	Email Address
Health & Human Services Commission / State & Federal Reporting Director / Khalid Al-Jamal	4601 W. Guadalupe St., Austin, TX 78751	N/A	Khalid.Al-Jamal@hhs.texas.gov
Health & Human Services Commission / Web Services Technical Coordinator / Eric Vormelker	4601 W. Guadalupe St., Austin, TX 78751	737-867-8796	Eric.Vormelker@hhs.texas.gov
Department of Family & Protective Services / Director of Worker Safety Support / Linsay Tomlinson	4900 N. Lamar Blvd. Austin, Texas 78751	512-919-7742	Linsay.Tomlinson@dfps.texas.gov
Texas Department of Public Safety / Lubbock CID / Major Matthew Swinney	1404 Lubbock Business Park Blvd., Ste 100 Lubbock, Texas 79403	806-740-8713	Matthew.Swinney@dps.texas.gov
Texas Department of Public Safety / Lubbock CID / Captain Kyle Edwards	1404 Lubbock Business Park Blvd., Ste 100 Lubbock, Texas 79403	806-740-8732	Kyle.Edwards@dps.texas.gov
Texas Department of Public Safety / Lubbock CID / Lieutenant Toby Schaef	1404 Lubbock Business Park Blvd., Ste 100 Lubbock, Texas 79403	806-740-8757	Toby.Schaef@dps.texas.gov
Texas Department of Public Safety / Amarillo CID / Lieutenant Adam St. Clair	1404 Lubbock Business Park Blvd., Ste 100 Lubbock, Texas 79403	806-367-1686	Adam.St.Clair@dps.texas.gov
Texas Department of Public Safety / Abilene CID / Lieutenant Thomas Vinson	1404 Lubbock Business Park Blvd., Ste 100 Lubbock, Texas 79403	325-207-4363	James.Vinson2@dps.texas.gov
Texas Department of Public Safety / Wichita Falls CID / Lieutenant Jerrad Norman	1404 Lubbock Business Park Blvd., Ste 100 Lubbock, Texas 79403	469-910-4958	Jerrad.Norman@dps.texas.gov
Texas Department of Public Safety / Special Investigations Program Specialist / Eric John	6100 Guadalupe Building E Austin, Texas 78752	512-424-2688	Eric.John@dps.texas.gov
Office of the Attorney General / Law Enforcement Defense Division Chief / Shanna Molinare	PO Box 12548 Austin, Texas 78711-2548	512-963-1299	Shanna.Molinare@oag.texas.gov

Agency Name / Relationship / Contact Person	Address	Telephone	Email Address
Office of the Attorney General / Law Enforcement Defense Deputy Division Chief / Brianna Webb	PO Box 12548 Austin, Texas 78711-2548	512-463-4151	Brianna.Webb@oag.texas.gov
State Counsel for Offenders / Director / Wyvonne Long	200 River Pointe Drive Suite 312 Conroe, Texas 77304	936-539-6802	Wyvonne.Long@scfo.texas.gov
State Counsel for Offenders / Legal Services Section Chief / Douglas Kim	200 River Pointe Drive Suite 312 Conroe, Texas 77304	936-539-6802	Douglas.Kim@scfo.texas.gov
Special Prosecution Unit / Executive Director / Jack Choate	PO Box 999999 Huntsville, Texas 77340	936-291-0431	jchoate@sputexas.org
Special Prosecution Unit / Sexually Violent Predator Division Chief / Erin Faseler	PO Box 1918 Huntsville, Texas 77342	936-291-0431	efaseler@sputexas.org
Council on Sex Offender Treatment / Board Chair/ Aaron Pierce	P.O. Box 149347 Mail Code 1982 Austin, TX 78714-9347	512-438-5446	csot@hhs.texas.gov
Council on Sex Offender Treatment / Executive Director/ Lisa Peers	P.O. Box 149347 Mail Code 1982 Austin, TX 78714-9347	512-438-5448	Lisa.Peers@hhs.texas.gov
Behavioral Health Executive Council / Executive Director / Darrel Spinks	1801 Congress Ave., Ste. 7.300 Austin, Texas 78701	512-305-7700	Darrel.Spinks@bhec.texas.gov
Texas Comptroller of Public Accounts / Statewide Procurement Director / Bobby Pounds	111 East 17th Street Austin, Texas 78774	512-463-4941	Robert.Pounds@cpa.texas.gov
Texas Comptroller of Public Accounts / Statewide Procurement Division Data & Technology Manager / Gerard MacCrossan	111 East 17th Street Austin, Texas 78774	512-463-4468	gerard.maccrossan@cpa.texas.gov
Texas Department of Information Resources / Shared Technology Services Director / Sally Ward	300 West 15 th Street Suite 1300 Austin, Texas 78701	512-653-0152	Sally.Ward@dir.texas.gov

Table 27 Exhibit 17 Liaisons at Other State Agencies

XI. Additional Information

A. Texas Government Code, Section 325.0075 requires agencies under review to submit a report about their reporting requirements to Sunset with the same due date as the SER. Include a list of each agency-specific report the agency is required by statute to prepare and an evaluation of the need for each report based on whether factors or conditions have changed since the statutory requirement was put in place. Please do not include general reporting requirements applicable to all agencies, reports that have an expiration date, routine notifications or notices, posting requirements, federally mandated reports, or reports required by G.A.A. rider. If the list is longer than one page, please include it as an attachment. *See Exhibit 18 Example.*

Texas Civil Commitment Office
Exhibit 18: Evaluation of Agency Reporting Requirements

Report Title	Legal Authority	Due Date and Frequency	Recipient	Description	Is the Report Still Needed? Why?
Agency Biennial Report	Tex. Gov't Code Sec. 420A.007	December 1, even numbered years	Governor, Lieutenant Governor, Speaker of the House of Representatives	Biennial report concerning agency operations.	Yes, the report provides valuable updates regarding the agency and its operations to stakeholders in preparation for legislative session.

Table 28 Exhibit 18 Agency Reporting Requirements

Note: If more than one page of space is needed, please provide this chart as an attachment, and feel free to convert it to landscape orientation or transfer it to an Excel file.

B. Does the agency's statute use "person-first respectful language" as required by Texas Government Code, Section 325.0123? Please explain and include any statutory provisions that might supersede or create challenges in implementing these changes.

Yes, Chapter 841 utilizes person-first respectful language as outlined in Section 392.002 of the Texas Government Code.

C. Please describe how your agency receives and investigates complaints about the agency and its operations.

The Texas Civil Commitment Office provides formal and informal mechanisms for individuals to provide complaints regarding the agency. Formally, TCCO clients have access to a two-step grievance system which allows clients to submit a grievance, receive a response and appeal the response to that grievance by submitting a Step 2 grievance. Informally, clients can raise issues verbally with TCCO staff members in person or can raise issues in writing via letter or

communication form. Upon receipt of a grievance from a client, TCCO staff reviews and investigates by reviewing documentation, interviewing involved staff or clients and reviewing policies and procedures and a written response is provided to the client within thirty (30) calendar days.

Finally, the TCCO collects customer service information from the public every biennium. On March 28, 2024, the agency sent out an email to stakeholders requesting participation in a customer service survey. The agency also posted a link to the survey on the homepage of the TCCO website. The public and stakeholders were given until April 29, 2024 to respond. Of those who responded, 74% of respondents expressed overall satisfaction with TCCO while another 10% reported a neutral overall satisfaction with TCCO. The results indicated that 16% of respondents were dissatisfied with TCCO.

Complete the following table detailing information on complaints received about your agency and its operations. Do not include complaints received about people or entities the agency regulates, if applicable.

Per TCCO policy, TCCO staff is required to respond to a Step 1 grievance within thirty calendar days. TCCO's average response time is significantly lower than the thirty-day deadline with an average response time in 2024 of 20 days and the average response time to date in FY 2025 of eleven calendar days. The below chart details Step 1 Grievances filed by TCCO Clients for FY 2020 through FY 2024. Note, the complaints pending from prior years for each of the below fiscal years are grievances filed in August of the prior fiscal year for which the response was due and submitted in September of the following fiscal year. Step 2 grievances are not captured below as they do not present separate complaints but rather a continuation or appeal of the same complaint or grievance.

**Texas Civil Commitment Office
Exhibit 19: Complaints Against the Agency — Fiscal Years 2020-24**

	Fiscal Year 2020	Fiscal Year 2021	Fiscal Year 2022	Fiscal Year 2023	Fiscal Year 2024
Number of complaints received	133	90	67	100	138
Number of complaints resolved	134	89	67	88	148
Number of complaints dropped / found to be without merit	131	82	62	85	148
Number of complaints pending from prior years	1	0	1	1	13
Average time period for resolution of a complaint	7 Days	5 Days	9 Days	16 Days	20 Days

Table 29 Exhibit 19 Complaints Against the Agency

D. Fill in the following tables detailing your agency’s historically underutilized business (HUB) purchases. Sunset is required by law to review and report this information to the Legislature. If your agency has set specific goals and not statewide goals, please provide the goal percentages and describe the method used to determine those goals. (TAC Title 34, Part 1, Chapter 20, Rule 20.284)

**Texas Civil Commitment Office
Exhibit 20: Purchases from HUBs**

As part of TCCO’s administrative attachment to HHSC and pursuant to the memorandum of understanding between the two agencies, TCCO utilizes the procurement services of HHSC Procurement and Contracting Services to include usage of the HHSC HUB office. Accordingly, TCCO does not have a separate HUB policy and the TCCO HUB purchasing numbers are rolled up into the HHSC HUB purchasing totals rather than broken out separately.

Heavy Construction

Year	Total \$ Spent	Total HUB \$ Spent	Percentage of Total Spent on HUB	Agency Specific Goal*	Statewide Goal
2022	(Number)	(Number)	(Number)	(Number)	11.2%
2023	(Number)	(Number)	(Number)	(Number)	11.2%
2024	(Number)	(Number)	(Number)	(Number)	11.2%

Table 30 Exhibit 20 HUB Purchases for Heavy Construction

Building Construction

Year	Total \$ Spent	Total HUB \$ Spent	Percentage of Total Spent on HUB	Agency Specific Goal	Statewide Goal
2022	(Number)	(Number)	(Number)	(Number)	21.1%
2023	(Number)	(Number)	(Number)	(Number)	21.1%
2024	(Number)	(Number)	(Number)	(Number)	21.1%

Table 31 Exhibit 20 HUB Purchases for Building Construction

Special Trade

Year	Total \$ Spent	Total HUB \$ Spent	Percentage of Total Spent on HUB	Agency Specific Goal	Statewide Goal
2022	(Number)	(Number)	(Number)	(Number)	32.9%
2023	(Number)	(Number)	(Number)	(Number)	32.9%
2024	(Number)	(Number)	(Number)	(Number)	32.9%

Table 32 Exhibit 20 HUB Purchases for Special Trade

Professional Services

Year	Total \$ Spent	Total HUB \$ Spent	Percentage of Total Spent on HUB	Agency Specific Goal	Statewide Goal
2022	(Number)	(Number)	(Number)	(Number)	23.7%
2023	(Number)	(Number)	(Number)	(Number)	23.7%
2024	(Number)	(Number)	(Number)	(Number)	23.7%

Table 33 Exhibit 20 HUB Purchases for Professional Services

Other Services

Year	Total \$ Spent	Total HUB \$ Spent	Percentage of Total Spent on HUB	Agency Specific Goal	Statewide Goal
2022	(Number)	(Number)	(Number)	(Number)	26.0%
2023	(Number)	(Number)	(Number)	(Number)	26.0%
2024	(Number)	(Number)	(Number)	(Number)	26.0%

Table 34 Exhibit 20 HUB Purchases for Other Services

Commodities

Year	Total \$ Spent	Total HUB \$ Spent	Percentage of Total Spent on HUB	Agency Specific Goal	Statewide Goal
2022	(Number)	(Number)	(Number)	(Number)	21.1%
2023	(Number)	(Number)	(Number)	(Number)	21.1%
2024	(Number)	(Number)	(Number)	(Number)	21.1%

Table 35 Exhibit 20 HUB Purchases for Commodities

F. Does your agency have a HUB policy? How does your agency address performance shortfalls related to the policy? (Texas Government Code, Section 2161.003; TAC Title 34, Part 1, Rule 20.286c)

As part of TCCO's administrative attachment to HHSC and pursuant to the memorandum of understanding between the two agencies, TCCO utilizes the procurement services of HHSC Procurement and Contracting Services to include usage of the HHSC HUB office. Accordingly, TCCO does not have a separate HUB policy.

G. For agencies with contracts valued at \$100,000 or more: Does your agency follow a HUB subcontracting plan to solicit bids, proposals, offers, or other applicable expressions of interest for subcontracting opportunities available for contracts of \$100,000 or more? (Texas Government Code, Section 2161.252; TAC Title 34, Part 1, Rule 20.285)

As part of TCCO's administrative attachment to HHSC and pursuant to the memorandum of understanding between the two agencies, TCCO utilizes the procurement services of HHSC Procurement and Contracting Services to include usage of the HHSC HUB office. Accordingly, TCCO does not have a separate HUB policy.

H. For agencies with biennial appropriations exceeding \$10 million, answer the following HUB questions:

- 1. Do you have a HUB coordinator? If yes, provide name and contact information. (Texas Government Code, Section 2161.062; TAC Title 34, Part 1, Rule 20.296)**

As part of TCCO's administrative attachment to HHSC and pursuant to the memorandum of understanding between the two agencies, TCCO utilizes the procurement services of HHSC Procurement and Contracting Services to include usage of the HHSC HUB office. Accordingly, TCCO does not have a separate HUB policy.

- 2. Has your agency designed a program of HUB forums in which businesses are invited to deliver presentations that demonstrate their capability to do business with your agency? (Texas Government Code, Section 2161.066; TAC Title 34, Part 1, Rule 20.297)**

TCCO utilizes the procurement services of HHSC Procurement and Contracting Services as part of our administrative attachment to HHSC and pursuant to the memorandum of understanding between the agencies. This includes the usage of the HHSC HUB office. All TCCO vendor conferences associated with an active procurement are open to HUBs. TCCO does not have a separate program for HUB forums.

- 3. Has your agency developed a mentor-protégé program to foster long-term relationships between prime contractors and HUBs and to increase the ability of HUBs to contract with the state or to receive subcontracts under a state contract? (Texas Government Code, Section 2161.065; TAC Title 34, Part 1, Rule 20.298)**

TCCO utilizes the procurement services of HHSC Procurement and Contracting Services as part of our administrative attachment to HHSC and pursuant to the memorandum of understanding between the agencies. This includes the usage of the HHSC HUB office. TCCO does not have a separate mentor-protégé program.

I. Fill in the tables below detailing your agency's Equal Employment Opportunity (EEO) statistics. Sunset is required by law to review and report this information to the Legislature. Please use only the categories provided below. For example, some agencies use the classification "paraprofessionals," which is not tracked by the state civilian workforce. Please reclassify all employees within the appropriate categories below.

Texas Civil Commitment Office
Exhibit 21: Equal Employment Opportunity Statistics

1. Officials / Administration

Year	Total Number of Positions	Percent African-American	Statewide Civilian Workforce Percent	Percent Hispanic	Statewide Civilian Workforce Percent	Percent Female	Statewide Civilian Workforce Percent
2022	4	25%	9.1%	0%	26.5%	75%	41.3%
2023	4	0%	9.1%	25%	26.5%	75%	41.3%
2024	4	0%	9.1%	0%	26.5%	75%	41.3%

Table 36 Exhibit 21 EEO Statistics for Officials/Administration

2. Professional

Year	Total Number of Positions	Percent African-American	Statewide Civilian Workforce Percent	Percent Hispanic	Statewide Civilian Workforce Percent	Percent Female	Statewide Civilian Workforce Percent
2022	30	20%	11.7%	30%	23.3%	63.3%	53.8%
2023	30	15.6%	11.7%	25%	23.3%	71.9%	53.8%
2024	30	9.4%	11.7%	28.1%	23.3%	59.4%	53.8%

Table 37 Exhibit 21 EEO Statistics for Professionals

3. Technical

Year	Total Number of Positions	Percent African-American	Statewide Civilian Workforce Percent	Percent Hispanic	Statewide Civilian Workforce Percent	Percent Female	Statewide Civilian Workforce Percent
2022	0	N/A	15.3%	N/A	36.7%	N/A	62.8%
2023	0	N/A	15.3%	N/A	36.7%	N/A	62.8%
2024	0	N/A	15.3%	N/A	36.7%	N/A	62.8%

Table 38 Exhibit 21 EEO Statistics for Technical

4. Administrative Support

Year	Total Number of Positions	Percent African-American	Statewide Civilian Workforce Percent	Percent Hispanic	Statewide Civilian Workforce Percent	Percent Female	Statewide Civilian Workforce Percent
2022	2	0%	15.2%	50%	39.3%	100%	73.7%
2023	2	0%	15.2%	50%	39.3%	100%	73.7%
2024	2	0%	15.2%	50%	39.3%	100%	73.7%

Table 39 Exhibit 21 EEO Statistics for Administrative Support

5. Service / Maintenance

Year	Total Number of Positions	Percent African-American	Statewide Civilian Workforce Percent	Percent Hispanic	Statewide Civilian Workforce Percent	Percent Female	Statewide Civilian Workforce Percent
2022	0	N/A	12.6%	N/A	55.10%	N/A	51.7%
2023	0	N/A	12.6%	N/A	55.1%	N/A	51.7%
2024	0	N/A	12.6%	N/A	55.1%	N/A	51.7%

Table 40 Exhibit 21 EEO Statistics for Service and Maintenance

6. Skilled Craft

Year	Total Number of Positions	Percent African-American	Statewide Civilian Workforce Percent	Percent Hispanic	Statewide Civilian Workforce Percent	Percent Female	Statewide Civilian Workforce Percent
2022	0	N/A	10.8%	N/A	53.0%	N/A	12.4%
2023	0	N/A	10.8%	N/A	53.0%	N/A	12.4%
2024	0	N/A	10.8%	N/A	53.0%	N/A	12.4%

Table 41 Exhibit 21 EEO Statistics for Skilled Craft

7. Protective Service (if applicable)

Year	Total Number of Positions	Percent African-American	Statewide Civilian Workforce Percent	Percent Hispanic	Statewide Civilian Workforce Percent	Percent Female	Statewide Civilian Workforce Percent
2022	0	N/A	24.0%	N/A	33.6%	N/A	25.4%
2023	0	N/A	24.0%	N/A	33.6%	N/A	25.4%
2024	0	N/A	24.0%	N/A	33.6%	N/A	25.4%

Table 42 Exhibit 21 EEO Statistics for Protective Service

J. Does your agency have an equal employment opportunity policy? If yes, please provide an attachment. How does your agency address performance shortfalls related to the policy?

As part of our administrative attachment to HHSC, TCCO utilizes the HHSC Human Resources Manual which includes information regarding equal employment opportunities.

XII. Agency Comments

To gain an understanding of the Texas civil commitment program, it is imperative to understand four key areas: 1) the clientele the agency is required to serve; 2) the lack of positive social supports available to the clients; 3) the limited service providers available to the agency; and 4) the resource constraints within which the agency operates.

Clients Served by the Agency

To fully understand the Texas civil commitment program, it is imperative to understand the depth of the depravity of the clients to whom TCCO is required to provide services; these clients are not the “typical” sex offender. Rather, this clientele is one with lengthy histories of deviant behaviors that have been ingrained over many years or even decades and the process to break through those behaviors and work with the client to address his thinking patterns is a long-term and intensive process. While the clients have been convicted of at least two sexually violent offenses, through the treatment process the clients disclose high numbers of unadjudicated sexual offending behaviors. TCCO conducted a review of the sexual offending behaviors to which clients admitted when completing that portion of the Tier 2 curriculum. Clients in Tier 2 are required to complete a detailed sexual history to discuss all sexual behaviors, including offending behaviors, and then take a polygraph over those disclosures. The 354 SVP clients who have passed sexual history polygraphs admitted to a total of 162,944 sexual offenses.

Lack of Positive Social Supports

The existence and maintenance of positive social supports is a protective factor for sex offenders. TCCO supports and encourages clients to develop and maintain positive social support. Individuals who are a positive social support are those who encourage self-control strategies, promote pro-social values and behaviors, encourage and support the treatment process, and challenge and report high-risk behaviors. The goal is to assist clients to live a lifestyle that is incompatible to offending behavior, with the ultimate goal of no more victims. However, many of TCCO’s clients either lack all social support or do not have social supports that are willing to be a positive influence on the client. TCCO has developed a training video for clients and family members regarding the importance of positive social supports. The video was shown to clients and is also publicly available on the TCCO website. Traditionally, there has been limited engagement from client family members or social supports. Video and in-person visitation is available weekly at the Texas Civil Commitment Center but is not traditionally well-attended by client loved ones. TCCO also hosts a family support meeting to provide updates regarding the program to client loved ones and that meeting is also not well-attended. The same families attend visitation over and over or attend the family support meetings while the majority of clients receive no visits and do not have representation at family support meetings. Some client’s family members do not agree with the concept of civil commitment and dispute the designation of their loved one as a sexually violent predator. A small group of approximately five families are very vocal in sharing what they perceive to be the unconstitutionality of civil commitment. Some of these family members have actively aided or encouraged the SVP client in committing rule violations, engaging in criminal activity or regressing in treatment. These families have joined

together to form an advocacy group of sorts seeking to repeal civil commitment and raising issues repeatedly to TCCO, the Legislature and other stakeholders. TCCO reviews and addresses each of these concerns.

Limited Availability of Service Providers

As indicated above, as a small agency TCCO relies heavily upon contracted services providers to achieve our mission. However, there are few providers who are willing and able to provide services to sexually violent predator clients. This leads to a lack of competition when TCCO is issuing procurements and a lack of competition in turn leads to no incentive to reduce pricing. With regard to the civil commitment center, there are only two companies in the United States that provide both security/housing and treatment services to civilly committed SVPs. This leads to a lack of competition when TCCO issues RFPs for housing services. Similarly, sex offender treatment is a highly specialized field requiring not only a primary mental health license but also a secondary specialty license from the Council on Sex Offender Treatment. As of the most recent roster published by CSOT on July 1, 2025 there are only 541 sex offender treatment providers in the state with the majority centralized in urban areas. This can make recruitment of experienced sex offender treatment providers for the Texas Civil Commitment Center difficult.

Similarly, there is a lack of providers or specialized training for TCCO case managers and treatment providers. SVP Clients are not amenable to traditional types of treatment and specialized training for this field is necessary for the development of effective supervision and treatment. It is the combination of the supervision strategies of the case managers and the treatment by the therapist along with the client engagement that is the catalyst for the SVP clients successfully returning to the community. Therefore, it is essential that staff is up-to-date on best practices in both treatment and supervision for this population. Resources working with this population are very limited and TCCO has to be creative to provide ongoing training and support to staff.

There are also a lack of medical providers willing to provide services to SVP clients. As described above, the civil commitment center provides onsite primary care but specialty care, emergency care, surgical care, and hospitalization require that clients are taken offsite to hospitals and specialty providers in the community. However, many providers are not willing to work with the population due to the clients' history and types of offenses committed. As a result, it is difficult to locate necessary services such as offsite healthcare specialists who are willing to see SVP clients. This leaves the Texas Civil Commitment Center in a weak bargaining position when attempting to negotiate contracts for offsite healthcare which then leads to increasing offsite healthcare billing.

Resource Constraints

TCCO is required by statute to provide appropriate and necessary supervision and treatment to all civilly committed SVPs upon their release from TDCJ. This means that TCCO has no control over its caseload and we are required to provide services to clients regardless of whether the agency's budget is able to absorb such costs. In recent years, the cost related to offsite healthcare for clients at the Texas Civil Commitment Center has continually outpaced

appropriations for that purpose leading to funding shortfalls. While TCCO has remained within budget in every other category, these funding shortfalls for offsite healthcare lead to the agency having to make difficult decisions to save funds. When the agency is operating in a budget deficit, we are unable to initiate new programming or obtain external trainings that would come at a cost, unable to take financial measures to retain staff such as offering merit increases or bonuses to staff that wear many hats and many of whom are on a 24/7 on-call schedule, and unable to fill all vacancies. The agency has also taken cost-saving measures by deferring vehicle maintenance, not upgrading equipment, and limiting the purchase of supplies to only that which is strictly necessary. These constraints impact the agency's staff and in turn, the agency's provision of client services.

