



State Jail Evaluation Summary Report Bradshaw State Jail

October 2000

Introduction

State Jail felony facilities were created in 1993 to house offenders convicted of certain felony offenses. The premise behind the concept was to provide low risk/high need offenders with a degree of rehabilitative programming in a community-based incarcerative setting. Since the State Jail Division (SJD) was established, several reviews have been completed. The Criminal Justice Policy Council has completed two reviews, which provide a broad overview of the implementation status of the facilities in concert with state law. Additionally, the Research, Evaluation and Development (RED) Unit began a review of the State Jail system beginning in January 2000.

The RED Unit review has been divided into two phases. The focus of Phase I was to provide administrators with a general assessment of the SJD operations and the division's ability to use information to engage in informed decision making. Phase II, which is the focus of this brief, is designed to evaluate specific state jail facility's program/facility utilization and operations. The project scope and research methodology is defined in a brief entitled "State Jail Review Methodology Brief", published by the RED Unit.

Individual reports will be prepared for 16 of the 17 state jail facilities. A review was not conducted at the Travis County Correctional Facility due to recent major program shifts. Also, a comprehensive report that consolidates utilization and operations of all facilities will be available. This report is organized into three major sections: facility utilization, facility operations and program utilization and operations. The Appendix of this report provides additional details regarding survey results.

Bradshaw State Jail

The Bradshaw State Jail is a 1,980-bed facility for males located in Henderson, Rusk County, Texas. The facility has been operational since July 1985 and is managed by Management & Training Corporation through a contractual agreement with the Texas Department of Criminal Justice State Jail Division (TDCJ-SJD). Rusk County is not part of the contractual agreement.

Facility Utilization State law provides for the State Jail Division, with the approval of the Texas Board of Criminal Justice, to designate one or more of its facilities as a substance abuse felony punishment facility, or use to house offenders eligible for confinement in a transfer facility. The Bradshaw facility is used to house both state jail confinees and TDCJ-Institutional Division (ID) offenders on transfer status. The overall utilization rate is 100%. As illustrated in Figure 1 below, 43% of the offenders at the Bradshaw State Jail are state jail confinees, and the remaining 57% are TDCJ-

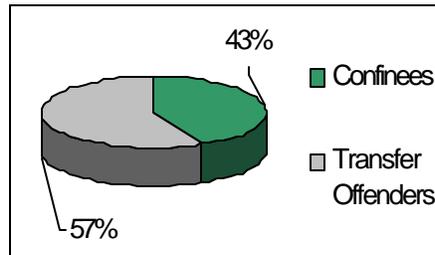


Figure 1: Average Bradshaw State Jail Population (August 1999 -- June 2000)

ID transfer offenders. Offender demographic and offense information is presented in Chart 1. The information reflects offenders that were in the state jail on August 31, 2000.

An equal number of confinees in the state jail are there as a result of a revocation (49%) or direct sentence (49%). Approx-

Variable	Confinee Population	Transfer Population
Average Age	30.5	33.1
Race:		
White	47.1%	39.6%
Black	49.8%	47.1%
Hispanic	3%	12.9%
Other	.1%	.5%
Current Offense:		
Substance Abuse	45.8%	45.4%
Property	49.2%	27.3%
Against a Person	<1%	22.6%
Other	5%	4.7%

- Possession accounted for 29.2% of the confinee substance abuse offenses.
- The major property offense categories for confinees were theft, forgery, burglary and unlawful use of a motor vehicle.
- The category "Against a Person" includes offenses such as kidnapping, murder, sexual assaults and robbery. Some of the confinee offenses were assault and child endangerment.
- The category "Other" includes offenses such as failure to register as a sex offender, weapons offenses, evading arrest, escape, bail jumping and perjury.

Chart 1: Demographic and Offense Profile Data

mately 2% of the confinees were in the state jail serving up-front time. The average length of stay is approximately one year and four months. The mode is two years. Confinees are from Gregg County (15%), Smith County (8%), Lamar County (6%) and Bowie County (6%). The remaining confinees are from all over the east Texas area.

Facility Operations Information reported in this section is reflective of analyses of survey data and personal interviews with both staff and offenders, which focus on facility operational issues. The staff survey was based in part on the *Prison Social Climate Survey* developed by the Federal Bureau of Prisons. Additional survey questions for staff and offenders were based on surveys developed in a National Institute of Corrections-supported research project on Audits of Popular Direct-Supervision Jails (NIC-013633, 1996). The responses to the survey questions were converted to a standard scale from 0 - 4. Using this scale, lower scores represent negative responses, and higher scores represent positive responses. Responses of "Don't Know" were coded as missing data and are not included in the scale responses. During a site visit conducted September 12-13, 2000 by the RED Unit review team, 36 staff members and eight confinees were interviewed and administered the survey. In addition, 269 confinees completed the self-report surveys, yielding a response rate of 32%.

Composite scores for each major section of the survey were computed by averaging all of the responses in each major area into one score. The computed score is an overall facility rating of all staff and offender survey questions. Composite ratings were also computed for facility operations, facility health, and programming. Charts 2 and 3 provide the composite scores for each of the major areas and the sub-sections that fall into each grouping. The Appendix provides the responses for all of the questions included in the survey.

Overall Facility Rating The overall facility rating for Bradshaw State Jail is positive at 3.062, and the offender rating is low to moderate at 1.416. The staff rated programming the most positive, followed by facility health and facility operations. More detailed information on programming is provided later in this report. Following are more detailed highlights on the facility operations. Again, the Appendix provides the responses for all of the questions included in the survey.

Facility Operations

The following are results from *facility staff members* when questioned about the facility safety, security and service quality.

- Safety received the lowest composite score.
- Security staff indicated most strongly that not all staff feel safe.
- Program staff indicated most strongly that they feel the least safe.
- All staff members indicated that fights between offenders occur often.
- Sexual assaults rarely occur, but other violence and aggression among offenders occurs more often.
- Staff members agree that the facility is very secure.
- All service areas fell into the "good" range, except for human resources, which was rated "excellent".

The following are results from *confinees* when questioned about the facility safety, security and service quality.

- Confinees gave facility operations a "low" to "moderate" rating.
- Program quality received the highest rating, and safety received the second highest rating.
- Service quality and facility environment received the lowest ratings.

Staff Survey	Security Staff	Support Service Staff	Program Staff	All Staff
OVERALL RATING				3.062
Facility Operations				2.762
Safety	2.30	2.08	2.22	2.21
Security	2.99	2.91	2.71	2.89
Service Quality	3.08	3.26	3.27	3.19
Facility Health				3.053
Commitment to Institution	2.95	3.06	3.26	3.07
Job Satisfaction	3.14	3.15	3.47	3.23
Stress	2.95	2.83	3.06	2.94
Management	2.94	2.94	3.05	2.97
Programming				3.540
Program Access	3.58	3.63	3.62	3.61
Program Quality	3.37	3.41	3.66	3.47

Offender Survey	Confinees
OVERALL RATING	1.416
Facility Operations	1.297
Safety	1.61
Facility Environment	1.30
Service Quality	.97
Programming	1.593
Program Participation	1.42
Program Quality	1.79

Chart 2: Facility Operations Composite Score Summary

Chart 3: Facility Operations Composite Score Summary

- Confinees indicated that they do not need weapons to protect themselves and that sexual assaults rarely occur; however, they agreed that threats, fights and other acts of aggression occur between offenders regularly.
- Confinees do not feel that the security staff treats them with respect.
- Confinees do not feel that they have enough to do to keep busy.
- Confinees do not believe they are getting the programming they need.
- Service quality was rated from "moderate" to "poor".
- Confinees rated maintenance and orientation the highest, and food services, sanitation and the commissary the lowest.

Facility Health

The following are results from *facility staff members* when questioned about their commitment to the institution, job satisfaction, stress levels, and management.

- The overall facility health was rated as "good".
- Job satisfaction was the highest rated area within facility health, and service quality was the second highest.
- Job stress was not considered a major issue at this facility although support services staff indicated that they most frequently feel emotionally drained at the end of the day.
- The lowest individual rating was from security and program staff concerning fair pay.
- All staff members gave an excellent rating to management being flexible and allowing for changes.
- Most of the staff agreed that they would like to continue working at the facility, and the majority said they would rather be at this facility than any other they know about.

Programming

The following are results from *facility staff members* when questioned about program access and quality for the confinees.

- Program access and quality received the highest composite scores.

- Staff members rated community work projects the lowest for access; however, the quality was considered good.
- All other programs were rated very high for both access and quality, with education given the highest rating in both areas.
- The chaplaincy programs were rated the second highest in access and quality.

The following are results from *confinees* when questioned about program access and quality.

- Confinees rated their participation in community work projects and Project RIO as "very poor", but the quality was rated higher.
- Confinees rated the quality of recreational programs the lowest, but participation was rated the highest.
- Confinees rated the quality of most programs as "moderate".

Program Utilization and Operations

Texas Government Code Annotated, Article 507.001(b) states that the State Jail Division and the Community Justice Assistance Division shall develop and implement programs in state jail facilities, to include: *education, rehabilitation, work and recreation*. The law further requires the agency's administrative divisions to consult with the local Community Supervision and Corrections Departments (CSCDs) to maximize resources. Through interviews with staff, the intent of the law is reflected in the mission of the facility, which is "to provide a secure environment to educate and rehabilitate for successful reintegration into society."

The Rusk County CSCD Director spoke favorably of the facility, but stated that the CSCD is not involved with facility operations or programming. The CSCD Director stated that their only involvement is through the joint coordination of community service projects. Per the contract, TDCJ will designate a contract monitor to review all administrative and programming requirements of the contract. There is a part-time state jail funded monitor who divides his time between the Bradshaw State Jail and the nearby Moore Unit.

The State Jail Unit Monthly Report for the months of January, February and March 2000 were obtained by the RED Unit and analyzed to determine utilization rates.

Due to numerous documented data integrity issues, the only programs for which estimates for program utilization could be computed are the education and substance abuse programs. However, it should be noted that the facility does offer work and recreation programming for offenders as required by state law. Program information will be categorized according to state statute. To compute program utilization rates, the Windham School District standards are used. At this facility, program staff members noted that many of the rooms in which they hold programs cannot structurally accommodate the Windham standard class size (e.g., fire and safety code limitations). This explains, in part, some of the lower utilization rates for this facility.

Education The education programming track at the Bradshaw State Jail is provided by Management & Training Corporation employees, and is coordinated by the Principal. The facility is required by contract to provide "a full range of academic and vocational programs" which must meet the Windham School District standards. The structure of programming is divided into three components: education classes, supplemental skills and vocational training. Confinees and ID transfer offenders are eligible to participate in any or all of the programs. Priority placement is given to confinees whose levels of need have been clearly documented, and for whom an Individualized Treatment Plan has been completed. Program slots that are not filled by confinees are opened to ID transfer offenders.

Based on their level of need (e.g., GED, illiteracy), offenders are placed in education classes. The utilization rate of the education classes is 70%, with confinees occupying 38% of the slots.

Another type of educational programming available to the offenders is Supplemental Skills Programming. These programs focus on providing basic life skills training, as well as problem solving skills and stress management. Placement into this program is dictated by the offender's need and whether or not it is mandated by a parole vote requiring program completion for certain offenders prior to release on parole. The Windham program, CHANGES, fulfills this requirement. The utilization rate of the

supplemental classes is 85%, with confinees occupying 63% of the slots.

The third type of available offender programming is vocational programming, which focuses on providing offenders with job skills. Program participation is based on individual needs as defined in the Individual Treatment Plan and completion of the educational and life skills requirements. Vocational program areas include woodworking, horticulture, general maintenance, masonry, and basic computer skills. Since the dates of data collection, various vocational programs have been added. Some of these additional programs are electrical traces, culinary arts, cabinetmaking, and two additional phases of computer skills. The utilization rate for this program area is 97% of total slots available, with confinees occupying 42% of the slots.

Rehabilitation Two types of rehabilitative programming are offered at the facility: substance abuse treatment and Chaplaincy. Seven substance abuse treatment modalities are offered at the facility: a modified therapeutic community, pre-treatment, self-help, substance abuse education, Texas Drug Offender Education (TDOPE), Alcoholics Anonymous (AA) meetings, and anger management classes. The contract encourages facilities with a minimum of 400 confinees to provide a modified therapeutic community. The 128-bed modified state jail therapeutic community is always operated at capacity and is only available to confinees. Placement into the program is based on the offender's treatment needs through the Individualized Treatment Plan (ITP). Based upon the ITP, the therapeutic community is reserved for offenders with the highest needs. The program is operated in two housing areas with a capacity of 64 confinees each. The facility also has a pre-treatment program designed for confinees who do not have enough time to complete the full therapeutic community. It is a 12 to 15-hour program, consisting of four sessions, twice weekly. In addition, there is a self-help, 10 hour session available for offenders.

Substance abuse education is provided for confinees and ID transfer offenders on a weekly basis with 25 available slots per week. AA meetings are available on varying days for confinees and ID transfer offenders. TDOPE is offered to offenders whose driver licenses were suspended. It is a 10-hour program for bo-

sic alcohol and drug education. The Program Director also offers an anger management class (8 sessions per month) for both confinees and ID transfer offenders on a voluntary basis. The 3 hour course is offered twice weekly. The substance abuse program utilizes both volunteers and staff members to conduct all of the substance abuse programs.

The Chaplaincy program is operated by two chaplains and approximately 150 volunteers. Program participation is voluntary for all faith-based services offered at the facility. Since there is no chapel, the services are held in the vocational bay and multi-purpose rooms. The activities for the program include: the Texas Ex-Offender Program, spiritual growth groups, Sunday school, worship services, Spanish services, Jehovah's Witnesses worship services, Catholic services, Voyager, and In His Steps. The program also provides mentoring and offender counseling.

Work The Community Service Sergeant coordinates the community work projects. As per contract stipulations, the facility should "establish a work program that would utilize offender laborers, many of whom would be unskilled to minimum skilled." There is a capacity to work eight squads of 15 offenders. Work is scheduled Monday through Friday for 7-9 hours per day.

The work program is only available for confinees who are low-risk, meet medical criteria, have clear disciplinary records, and who have met all of their academic criteria. Although eligibility criteria is high, there is a large enough pool of offenders and enough community projects to keep the work crews busy.

ID transfer offenders and confinees are assigned work duties inside the facility. Assignments are made based on the offender's custody status and programming obligations.

Recreation The recreation program is managed by a Recreation Supervisor. Program participation is voluntary and is available to all offenders on a daily basis. Structured recreational activities include tournaments held on a monthly basis for activities such as softball, volleyball, basketball and chess.

Summary The survey ratings for this facility are above average. Program access and quality were rated as

"excellent" by staff members. The poorest rated area was the staff's concern with safety issues such as fighting between offenders, threats of violence, and other acts of aggression. Program staff members felt the least safe, yet they are the most committed to the institution and the most satisfied with their jobs. Staff members, especially program staff members, were dissatisfied with their rate of pay. Offenders gave poor ratings to service quality, facility environment and program participation.

One of the biggest issues noted by the facility staff members during interviews was improving the quality of employees. The economy in Rusk County has improved, and as a result, qualified workers are limited. Management is constantly dealing with obtaining and retaining quality employees.

With respect to programming, administrative and program staff raised some issues and opportunities for improvement regarding programming requirements imposed by TDCJ, such as capacity levels. Capacity slots exceed the available physical space at the facility, and staff members are interested in expanding the available space to accommodate the full capacity allowed.

Another major topic discussed during interviews was the management issues confinees present. The structure of the law which does not allow for good-time credit to be either given or taken limits sanctions or incentives that can be imposed on the confinee population. The confinees feel that they can do or not do whatever they want because they know that the date of their release will not change. These are not issues unique to the Bradshaw State Jail, but are system wide.

Other concerns raised by staff members include a need for improved communication between management and lower level staff members; and training for non-security staff members on security issues.

In summary, it appears that the facility staff members are managing a problematic confinee population with the resources they have. Programming is one of the highest priorities of the Management & Training Corporation, and is mirrored through the many innovative programming activities at the facility for both confinees and ID transfer offenders.

APPENDIX

FACILITY OPERATIONS

Staff Survey Questions					Negative		Moderate		Positive
					0	1	2	3	4
Safety	Security Staff	Support Service Staff	Program Staff	All Staff					
I feel safe in this jail.	3.08	3.00	2.78	2.97				✓	
All officers feel safe in all parts of the unit.	1.67	2.00	1.87	1.82			✓		
Do you have concerns with confinees and ID offenders in the same facility?	2.38	2.64	2.75	2.56				✓	
How often are there threats of violence?	1.85	1.91	1.83	1.87			✓		
How often do sexual assaults occur?	3.15	3.67	3.17	3.28				✓	
How often do fights between offenders occur?	1.54	1.09	1.63	1.41		✓			
How often do other acts of aggression occur between offenders (chunking, shoving)?	1.77	.91	1.17	1.33		✓			
How often do fights occur between offenders and staff at the unit?	3.15	2.55	3.17	2.93				✓	
How often do other acts of aggression occur between staff and offenders?	2.00	1.70	1.57	1.80			✓		
How often are weapons found during shakedowns?	2.38	2.13	2.40	2.31			✓		
Security									
Building is designed for effective surveillance.	2.85	3.00	2.22	2.73				✓	
This is a very secure facility.	3.00	2.82	2.56	2.82				✓	
Jail fences, walls, towers, alarms are secure.	3.31	3.00	3.11	3.15				✓	
Doors and locks are in good working condition.	2.83	2.80	2.86	2.83				✓	

FACILITY OPERATIONS

Confinee Survey Questions		Negative	Moderate		Positive	
Safety	All Confinees	0	1	2	3	4
I feel safe in this jail.	1.37		✓			
Officers feel safe in the housing unit.	1.64			✓		
Do you have any concerns with confinees and transfer offenders in the same facility?	1.71			✓		
Do you feel offenders need weapons to defend themselves?	2.45			✓		
How often are there threats of violence?	1.02		✓			
How often do sexual assaults occur?	2.68				✓	
How often do fights between offenders occur?	.90		✓			
How often do other acts of aggression occur between offenders (chunking, shoving)?	.68		✓			
How often do fights between offenders and staff occur?	2.39			✓		
How often do other acts of aggression occur between offenders and staff (chunking, shoving)?	1.10		✓			
Facility Environment						
I am getting the programming I need.	1.23		✓			
The programming I am getting will help me when I get out.	1.48		✓			
I like the program staff.	1.59			✓		
Security staff treats me with respect.	.76		✓			
ID offenders generally have things to do to keep busy.	1.28		✓			
Confinees generally have things to do to keep busy.	1.18		✓			

FACILITY OPERATIONS

Staff and Offender Survey Questions					Negative		Moderate		Positive	
Service Quality — Institutional	Security/ Program Staff	Support Service Staff	Confinees	All Staff	0	1	2	3	4	
Reception and orientation	3.32	3.45	1.38	3.37				✓		
Classification	3.35	3.18	1.26	3.29				✓		
Food Services	2.67	3.00	.29	2.77				✓		
Sanitation	3.05	2.82	.58	2.97				✓		
Health Care	2.80	3.11	.90	2.90				✓		
Laundry	3.24	3.45	1.23	3.31				✓		
Maintenance	2.76	2.91	1.38	2.81				✓		
Human Resources	3.62	3.64	N/A	3.63					✓	
Risk Management	3.11	3.10	1.08	3.10				✓		
Operational Reviews	3.22	3.64	1.05	3.38				✓		
Offender Disciplinary	3.27	3.45	1.16	3.33				✓		
Offender Grievance	3.33	3.45	.69	3.38				✓		
In-Service Training (provided at unit)	3.05	3.45	N/A	3.19				✓		
Commissary	3.35	3.27	.61	3.32				✓		

FACILITY HEALTH

Staff Survey Questions					Negative		Moderate		Positive	
Commitment to the Institution	Security Staff	Support Service Staff	Program Staff	All Staff	0	1	2	3	4	
Based on my experience or what I've heard, this is the best facility in TDCJ.	2.69	2.82	3.33	2.91				✓		
I would rather be at this facility than any other I know about.	2.92	3.18	3.00	3.03				✓		
I would continue to work at this facility.	3.23	3.18	3.44	3.27				✓		
Job Satisfaction										
I am very satisfied with my job.	3.08	3.09	3.22	3.12				✓		
My job is usually interesting to me.	3.23	3.27	3.56	3.33				✓		
My job suits me very well.	3.15	2.91	3.44	3.15				✓		
My job is usually worthwhile.	3.00	3.18	3.56	3.21				✓		
Job Stress										
I have become harsh toward people since taking this job.	2.54	3.00	3.00	2.82				✓		
This job is hardening me emotionally.	2.92	2.73	3.33	2.97				✓		
I'm emotionally drained at the end of the day.	2.23	1.82	2.00	2.03			✓			
I worry that I treat some offenders as impersonal objects.	3.15	3.33	2.82	3.10				✓		
Working with people all day is a strain for me.	3.77	3.55	3.33	3.58					✓	
I'm fatigued when I wake up and have to face another day on the job.	3.08	3.18	3.11	3.12				✓		
Management										
The Mission and Philosophy are clear.	2.85	2.82	3.44	3.00				✓		
I agree with the treatment of offenders here.	3.15	2.82	3.33	3.09				✓		
Treatment of employees is consistent.	2.54	2.91	2.56	2.67				✓		
Formal communication channels help me to perform my job effectively.	3.00	2.91	2.78	2.92				✓		
We have a good communication channel when we have problems.	2.77	2.73	2.56	2.70				✓		
I have the authority I need to accomplish my work objectives.	3.31	3.27	2.89	3.18				✓		
Employees are consulted about changes.	2.62	2.91	3.00	2.82				✓		
I have a good understanding of the policies and procedures of this facility.	3.38	3.36	3.22	3.33				✓		
Management is flexible to allow for changes.	3.54	3.36	3.56	3.48				✓		
I would recommend this facility to a friend looking for a job.	3.08	3.27	3.11	3.15				✓		
I am paid fairly for the work I do.	1.92	2.91	1.44	2.12			✓			
In general, this institution is run very well.	3.08	3.27	3.33	3.21				✓		

PROGRAMMING					Negative	Moderate	Positive		
Staff Rating Confinee Program Access	Security Staff	Support Services	Program Staff	All Staff	0	1	2	3	4
Education	3.92	3.73	3.89	3.84					✓
Vocational	3.54	3.64	3.67	3.61					✓
Life Skills	3.85	3.64	3.79	3.76					✓
Substance Abuse Treatment	3.85	3.82	3.63	3.78					✓
Chaplaincy Programs	3.92	3.78	3.88	3.86					✓
Community Work Projects	2.54	2.82	2.86	3.71					✓
Project RIO	3.30	3.63	3.25	3.41				✓	
Library	3.77	3.90	3.78	3.81					✓
Recreation	3.54	3.73	3.67	3.64					✓
Program Quality									
Education	3.73	3.60	3.89	3.73					✓
Vocational	3.58	3.30	3.78	3.55					✓
Life Skills	3.18	3.50	3.78	3.47				✓	
Substance Abuse Treatment	3.15	3.40	3.88	3.42				✓	
Chaplaincy Programs	3.58	3.63	3.88	3.68					✓
Community Work Projects	3.67	3.40	3.50	3.53					✓
Project RIO	3.20	2.80	3.00	3.05				✓	
Library	3.33	3.33	3.33	3.33				✓	
Recreation	3.31	3.40	3.67	3.44				✓	
Confinee Rating Confinee Program Participation					Confinees				
Education				1.60			✓		
Vocational				1.13		✓			
Life Skills				.92		✓			
Substance Abuse Treatment				1.35		✓			
Chaplaincy Programs				1.52			✓		
Community Work Projects				.41	✓				
Project RIO				.46	✓				
Library				1.66			✓		
Recreation				2.51				✓	
Program Quality									
Education				2.00			✓		
Vocational				1.79			✓		
Life Skills				1.89			✓		
Substance Abuse Treatment				1.95			✓		
Chaplaincy Programs				2.28			✓		
Community Work Projects				1.65			✓		
Project RIO				1.39		✓			
Library				1.63			✓		
Recreation				1.36		✓			



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