



# State Jail Evaluation Summary Report Bartlett 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.

## Bartlett State Jail

The Bartlett State Jail is a 1,001-bed facility for males located in Bartlett, Williamson County, Texas. The facility has been operational since October 1995 and is managed by Corrections Corporation of America through a contractual agreement between Williamson County and the Texas Department of Criminal Justice State Jail Division (TDCJ-SJD).

**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 Bartlett facility is used to house both state jail confinees and TDCJ-Institutional Division (ID) offenders on transfer status. The overall utilization rate is 95%. As illustrated in Figure 1 below, 53% of the offenders at the Bartlett State Jail are state jail confinees, and the remaining 47% are TDCJ-ID transfer offenders.

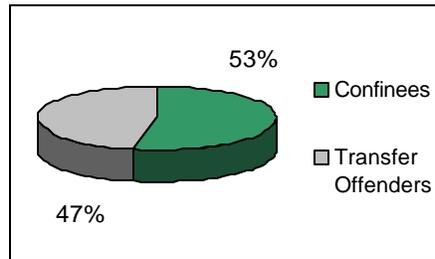


Figure 1: Average Bartlett State Jail Population (August 1999 -- June 2000)

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

One-half of the confinees in the state jail are there as a result of a direct sentence.

Variable	Confinee Population	Transfer Population
<b>Average Age</b>	29.8	33.4
<b>Race:</b>		
White	42%	36%
Black	34%	45%
Hispanic	24%	18%
Other	0%	1%
<b>Current Offense:</b>		
Substance Abuse	42.7%	44.8%
Property	49.4%	23.3%
Against a Person	<1%	27.7%
Other	7.9%	4.2%

- Possession accounted for 33% 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 injury to a child.
- 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

The other one-half are revocations. Only four 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. Only 18% of the confinees in the state jail are from Williamson County. The other primary counties from which

offenders were sent are Bell, Brazos, Taylor and Tom Green Counties. These five counties account for 63% of the confinee population.

**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 August 3 - 4, 2000 by the RED Unit review team, 30 staff members and eight confinees were interviewed and administered the survey.

In addition, 370 confinees completed the self-report surveys, yielding a response rate of 65%.

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 Bartlett State Jail is slightly positive at 2.839, and the offender rating is low to moderate at 1.679. 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.

- Overall, security staff feel the least safe.
- Security staff indicated most strongly that not all staff feel safe.
- Sexual assaults rarely occur but other violence and aggression among offenders is common.
- The building perimeter and doors/locks are thought to be the most secure.
- All service areas fell into the "good" range, except for Offender Grievance, which was rated "excellent".
- Staff rated Health Care Services the lowest.

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

- Confinees indicated that sexual assaults are rare; however, threats of violence and other physical assaults occur often.
- In general, confinees indicated that they do not feel safe in this facility.
- Confinees do not feel that the staff treats them with respect.
- Confinees feel that they do not have enough to do to keep them busy.

Staff Survey	Security Staff	Support Service Staff	Program Staff	All Staff
OVERALL RATING				2.839
Facility Operations				2.585
Safety	2.16	2.18	2.40	2.19
Security	2.70	2.25	2.96	2.59
Service Quality	2.99	3.12	2.96	3.05
Facility Health				2.797
Commitment to Institution	2.23	2.61	2.47	2.48
Job Satisfaction	3.03	3.44	3.57	3.33
Stress	3.07	3.06	2.90	3.00
Management	2.43	2.49	2.42	2.45
Programming				3.419
Program Access	3.38	3.71	3.56	3.54
Program Quality	3.19	3.32	3.28	3.26

Offender Survey	Confinees
OVERALL RATING	1.679
Facility Operations	1.617
Safety	1.71
Facility Environment	1.64
Service Quality	1.48
Programming	1.748
Program Participation	1.61
Program Quality	2.05

Chart 2: Facility Operations Composite Score Summary

Chart 3: Facility Operations Composite Score Summary

- Confinees rated the commissary the highest, and the offender grievance process 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.

- Most of the staff agreed that they would like to continue working at the facility.
- The security staff found their jobs the most interesting, but not necessarily worthwhile.
- All staff reported low stress levels.
- The ratings for management issues were mostly positive.
- Fair pay was rated poorly.
- The next lowest rated item was the consistency in which employees are treated by management.
- The highest rated item was the employee's understanding of policies and procedures.

#### Programming

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

- The Chaplaincy programs received the highest ratings for offender access and quality from staff.
- Staff gave the Community Work Program the lowest rating for access and quality.
- Project RIO, which is a work transition program for reintegration, is not provided at the facility.

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

- Confinees rated their participation in life skills and community work projects as "poor."
- Confinees rated the quality of most programs as "moderate."
- Confinees rated Chaplaincy and the Library as "good."

#### 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 the best treatment to minimize return of confinees back into the criminal justice system."

The Williamson County CSCD is involved with the programming offered at the facility and provides a full-time contract monitor to ensure program/contract compliance. The CSCD Director is actively involved in making major decisions that impact the facility.

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.

**Education** The education programming track at the Bartlett State Jail is provided by Corrections Corporation of America employees, and is coordinated by the Principal. 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. The degree of participation varies by program and offender type as illustrated in Figure 2.

Based on their level of need (e.g., GED, illiteracy), offenders are placed in education classes. The utilization rate of the education classes is 91%, with confinees occupying 63% of the slots.

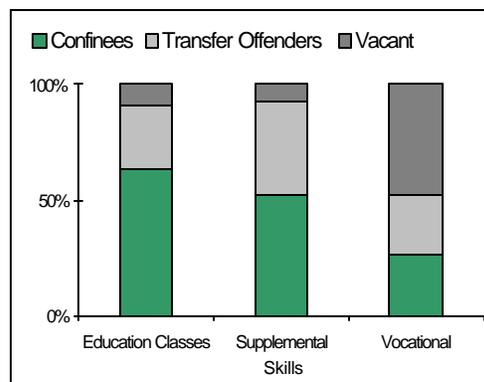


Figure 2: Education Programming

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 92%, with confinees occupying 52% 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 microcomputer applications, horticulture, construction/carpentry, and building maintenance. The utilization rate for this program area is 52% of total slots available, with confinees and ID transfer offenders participating at an equal rate of 26%.

**Rehabilitation** Two types of rehabilitative programming are offered at the facility: substance abuse treatment and Chaplaincy. Three substance abuse treatment modalities are offered at the facility: modified therapeutic community, substance abuse education, and Alcoholics Anonymous (AA) meetings. The 50-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 and is reserved for offenders with the highest needs.

Substance abuse education is provided for confinees only on a monthly basis with 30 available slots. AA meetings are available on varying days for confinees and ID transfer offenders.

The Chaplaincy program is operated by a chaplain and volunteers from the Christian Ministry organization. Program participation is voluntary and limited services are offered at the facility. The limited program offerings may be due in part to limited classroom space and the lack of a chapel at the facility. During the first three months of the year, the only activity for the program was one session per month entitled "Experiencing God." Based on the offender survey data, this program area is considered "good" and is well received by the participants.

*Work* The Warden's secretary coordinates the community work projects. There is a capacity to work five squads of 20-30 offenders. Work is scheduled Monday through Friday for 8 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. However, full implementation of this program is dictated by facility staffing patterns and noted security shortages.

Due to the noted program limitations, offenders have rated this program area as "poor." Likewise, staff members gave the Community Work program the lowest rating for access and quality.

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. Even with work and programming, offenders felt that there is not enough to do to keep them busy. When staff members were asked if ID transfer offenders have enough to do to keep them busy, 56% of the staff said no. When asked the same question regarding confinees, 33% of the staff said no. The survey results indicated that 70% of facility staff members believe that ID transfer offenders should have more access to programming.

*Recreation* The recreation program is managed by a Recreation Supervisor with community volunteers to assist with the coordination of activities. Program participation is voluntary and is available to all offenders on a daily basis.

**Summary** The survey ratings for this facility are average. There was not a major area that stood out as excellent. The poorest rated areas are the staff's displeasure with their rate of pay and the poor ratings by the offenders and staff of the community work projects.

A major issue noted by the facility staff during interviews was staff turnover. The economy in Williamson County is very good and qualified workers are limited. Management is constantly dealing with obtaining and retaining quality employees.

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. The confinees that participate in the therapeutic community were reported to be the best behaved. These are not issues unique to the Bartlett State Jail, but are system wide.

In summary, it appears that the facility staff members are managing a problematic confinee population with the resources they have. Issues identified in this facility are consistent with issues raised system wide. At the time of the review, there was a new Warden and new Principal. As a result of these administrative "new hires", various facility and program changes were taking place. The CSCD Contract Monitor is one of few positions that have been at the facility since it opened.

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# **APPENDIX**

## FACILITY OPERATIONS

Staff Survey Questions					Negative		Moderate		Positive
					0	1	2	3	4
<b>Safety</b>	<b>Security Staff</b>	<b>Support Service Staff</b>	<b>Program Staff</b>	<b>All Staff</b>					
I feel safe in this jail.	2.50	3.17	2.50	2.77				✓	
All officers feel safe in all parts of the unit.	1.90	2.00	2.00	1.96			✓		
Do you have concerns with confinees and ID offenders in the same facility?	2.40	2.67	2.75	2.60				✓	
How often are there threats of violence?	1.54	1.60	1.25	1.54		✓			
How often do sexual assaults occur?	3.07	3.17	2.17	3.07				✓	
How often do fights between offenders occur?	1.41	1.27	1.50	1.41		✓			
How often do other acts of aggression occur between offenders (chunking, shoving)?	1.39	1.64	1.00	1.39		✓			
How often do fights occur between offenders and staff at the unit?	2.90	2.92	2.71	2.90				✓	
How often do other acts of aggression occur between staff and offenders?	1.93	2.00	1.63	1.93			✓		
How often are weapons found during shakedowns?	1.80	1.75	1.75	1.80			✓		
<b>Security</b>									
Building is designed for effective surveillance.	2.30	1.73	2.25	2.07			✓		
This is a very secure facility.	2.50	2.25	2.63	2.43			✓		
Jail fences, walls, towers, alarms are secure.	3.30	2.83	3.38	3.13				✓	
Doors and locks are in good working condition.	2.70	2.58	3.13	2.77				✓	

## FACILITY OPERATIONS

Confinee Survey Questions		Negative		Moderate		Positive	
Safety	All Confinées	0	1	2	3	4	
I feel safe in this jail.	1.52			✓			
Officers feel safe in the housing unit.	1.92			✓			
Do you have any concerns with confinees and transfer offenders in the same facility?	2.21			✓			
Do you feel offenders need weapons to defend themselves?	2.33			✓			
How often are there threats of violence?	1.12		✓				
How often do sexual assaults occur?	2.62				✓		
How often do fights between offenders occur?	1.01		✓				
How often do other acts of aggression occur between offenders (chunking, shoving)?	.97		✓				
How often do fights between offenders and staff occur?	2.14			✓			
How often do other acts of aggression occur between offenders and staff (chunking, shoving)?	1.20		✓				
<b>Facility Environment</b>							
I am getting the programming I need.	1.67			✓			
The programming I am getting will help me when I get out.	1.86			✓			
I like the program staff.	1.80			✓			
Security staff treats me with respect.	1.15		✓				
ID offenders generally have things to do to keep busy.	2.24			✓			
Confinees generally have things to do to keep busy.	1.34		✓				

## 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	2.71	2.80	1.72	2.75				✓		
Classification	2.85	3.00	1.57	2.92				✓		
Food Services	2.83	3.08	1.43	2.93				✓		
Sanitation	2.61	3.25	1.31	2.87				✓		
Health Care	2.56	2.82	1.24	2.67				✓		
Laundry	2.71	2.92	1.48	2.79				✓		
Maintenance	2.76	3.00	1.55	2.86				✓		
Human Resources	3.06	2.92	N/A	3.00				✓		
Risk Management	3.00	3.00	1.46	3.00				✓		
Operational Reviews	3.14	3.55	1.51	3.32				✓		
Offender Disciplinary	2.59	3.42	1.58	2.93				✓		
Offender Grievance	3.36	3.83	1.21	3.58					✓	
In-Service Training (provided at unit)	2.81	2.67	N/A	2.75				✓		
Commissary	3.00	3.18	2.03	3.07				✓		

## FACILITY HEALTH

Staff Survey Questions					Negative		Moderate		Positive
					0	1	2	3	4
<b>Commitment to the Institution</b>	<b>Security Staff</b>	<b>Support Service Staff</b>	<b>Program Staff</b>	<b>All Staff</b>					
Based on my experience or what I've heard, this is the best facility in TDCJ.	1.50	2.00	2.13	1.87			✓		
I would rather be at this facility than any other I know about.	2.30	2.50	2.13	2.33			✓		
I would continue to work at this facility.	2.90	3.33	3.50	3.23				✓	
<b>Job Satisfaction</b>									
I am very satisfied with my job.	2.90	3.50	3.13	3.20				✓	
My job is usually interesting to me.	3.60	3.50	3.50	3.53					✓
My job suits me very well.	2.90	3.33	3.50	3.23				✓	
My job is usually worthwhile.	2.70	3.42	3.50	3.20				✓	
<b>Job Stress</b>									
I have become harsh toward people since taking this job.	2.80	3.00	2.50	2.80				✓	
This job is hardening me emotionally.	3.30	3.08	3.00	3.13				✓	
I'm emotionally drained at the end of the day.	2.20	2.00	2.25	2.13			✓		
I worry that I treat some offenders as impersonal objects.	3.60	3.18	3.25	3.34				✓	
Working with people all day is a strain for me.	3.80	3.92	3.13	3.67					✓
I'm fatigued when I wake up and have to face another day on the job.	2.70	3.00	2.75	2.83				✓	
<b>Management</b>									
The Mission and Philosophy are clear.	2.40	2.75	2.00	2.43			✓		
I agree with the treatment of offenders here.	2.50	2.67	1.88	2.40			✓		
Treatment of employees is consistent.	1.90	1.75	1.88	1.83			✓		
Formal communication channels help me to perform my job effectively.	2.70	2.75	2.50	2.67				✓	
We have a good communication channel when we have problems.	2.20	2.33	2.13	2.23			✓		
I have the authority I need to accomplish my work objectives.	2.80	2.92	3.00	2.90				✓	
Employees are consulted about changes.	2.60	2.17	2.38	2.37			✓		
I have a good understanding of the policies and procedures of this facility.	3.30	3.50	3.13	3.33				✓	
Management is flexible to allow for changes.	3.00	2.75	2.88	2.87				✓	
I would recommend this facility to a friend looking for a job.	2.30	2.50	1.88	2.27			✓		
I am paid fairly for the work I do.	1.30	1.25	1.88	1.43		✓			
In general, this institution is run very well.	2.10	2.58	2.13	2.30			✓		

<b>PROGRAMMING</b>					Negative	Moderate	Positive		
<b>Staff Rating Confinee Program Access</b>	<b>Security Staff</b>	<b>Support Services</b>	<b>Program Staff</b>	<b>All Staff</b>	<b>0</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>
Education	3.44	3.82	3.88	3.71					✓
Vocational	3.25	3.82	3.86	3.65					✓
Life Skills	3.50	3.70	3.75	3.65					✓
Substance Abuse Treatment	3.25	3.64	3.17	3.40				✓	
Chaplaincy Programs	3.50	4.00	4.00	3.83					✓
Community Work Projects	2.25	2.82	2.29	2.50			✓		
Project RIO	N/A	N/A	N/A	N/A					
Library	3.88	4.00	3.00	3.69					✓
Recreation	3.88	4.00	3.43	3.81					✓
<b>Program Quality</b>									
Education	3.00	3.29	3.29	3.22				✓	
Vocational	3.13	3.29	3.29	3.38				✓	
Life Skills	3.25	3.43	3.43	3.36				✓	
Substance Abuse Treatment	3.25	3.42	3.14	3.30				✓	
Chaplaincy Programs	3.38	3.64	3.29	3.46				✓	
Community Work Projects	2.75	2.40	2.67	2.58			✓		
Project RIO	N/A	N/A	N/A	N/A					
Library	3.38	3.42	3.14	3.33				✓	
Recreation	3.38	3.67	3.14	3.44				✓	
<b>Confinee Rating Confinee Program Participation</b>					<b>Confinees</b>				
Education				2.18			✓		
Vocational				1.61			✓		
Life Skills				1.48		✓			
Substance Abuse Treatment				1.97			✓		
Chaplaincy Programs				1.60			✓		
Community Work Projects				.81		✓			
Project RIO				N/A					
Library				2.41			✓		
Recreation				2.85				✓	
<b>Program Quality</b>									
Education				1.98			✓		
Vocational				2.12			✓		
Life Skills				2.22			✓		
Substance Abuse Treatment				2.35			✓		
Chaplaincy Programs				2.58				✓	
Community Work Projects				1.90			✓		
Project RIO				N/A					
Library				2.53				✓	
Recreation				2.08			✓		



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