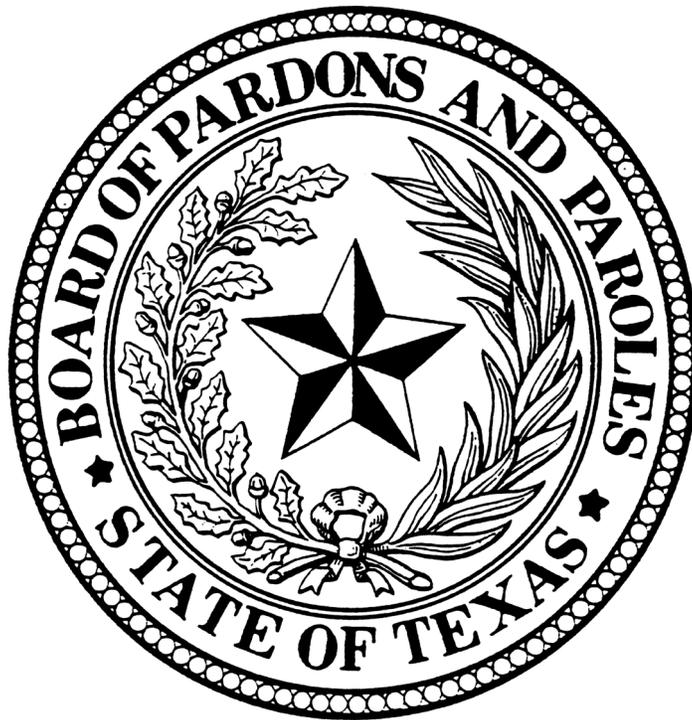


# TEXAS BOARD OF PARDONS AND PAROLES

## MINUTES

*Board Workshop No. 25-1029*



October 29, 2025

Austin, Texas



# **TEXAS BOARD OF PARDONS AND PAROLES**

## **WORKSHOP**

Wednesday, October 29, 2025

Cambria Hotel Austin Uptown  
(uptown AB Room)  
13205 Burnet Road  
Austin, Texas

8:30 AM

### **Order of Business**

1. Call Workshop to Order
2. Civil Commitment – Marsha McLane, Executive Director, Texas Civil Commitment Office
3. Medically Recommended Intensive Supervision, Board Member and Parole Commissioner Training – Pamela Pacher, Manager of Special Projects, Emily Eisenman/Deputy Director Rehabilitation and Reentry Division/TCOOMMI, Dr. Monte Smith/ UTMB, Dr. Ben Leeah/TTUHSC, Marsha Moberley (Chair), Amanda Lowe/Deputy Director - Parole Division
4. Parole Voted Programs – April Zamora, Director of Rehabilitation and Reentry Division
5. Case Summaries – Erica Montalvan, Director of Institutional Parole Operations
6. Parole Review Multi-Year Set off Training – Marsha Moberley, Chair
7. Sunset (SB 2405)
  - a. Boards Rule Making Authority – Bettie Wells, General Counsel
  - b. Board Member and Parole Commissioner Training Manual – Timothy McDonnell, Chief Operating Officer
8. Adjourn



# MINUTES OF THE TEXAS BOARD OF PARDONS AND PAROLES BOARD MEETING

WEDNESDAY, OCTOBER 29, 2025

The Texas Board of Pardons and Paroles (Board) met in open session on Wednesday, October 29, 2025, at 8:30 a.m., Cambria Hotel Austin Uptown, 13205 Burnet Road, Austin, Texas.

## **BOARD MEMBERS PRESENT**

Marsha Moberley  
Elodia Brito  
Sandra Fletcher  
Carmella Jones  
Brian Long  
Linda Molina  
Ed Robertson

## **PAROLE COMMISSIONERS PRESENT**

Michael Adams  
Richard Aiello  
Jacqueline Bishop  
Joel Butler  
Edward Davila  
Mary Farley  
Clint Gunnels  
Raymond Gonzalez  
Jimmy (JP) Guyton  
Michael Hardges  
James Kiel  
Jeffrey Marton  
Wadella Murphy  
Julie Phillips  
Roel Tejada

**BOARD STAFF PRESENT**

Bettie Wells, General Counsel  
Timothy McDonnell, Chief Operating Officer  
Gene Stroud, Chief Financial Officer  
Rachel Alderete, Director, Support Operations  
Jessica Dillard Director, Hearing Operations  
Erica Montalvan, Director, Institutional Parole Operations (IPO)  
Clint Adams, Deputy Director, IPO  
Justin O’Neal, IPO Training Administrator  
Libby Hamilton, Director, Victim Liaison Program  
Kesley Stratton, Director, Human Resources  
Fernando Fernandez-Rodriguez, Director, Clemency  
Jeremy Botello, Director, Staff Development  
Pamela Pacher, Director, Special Projects  
Terence Hall, Director, Information Technology  
Ryan McCarty, Assistant General Counsel  
Heather Penick, Manager, Business Operations  
Jessica Guerrero, Manager, Administration  
Estela DeHoyos, Manager, Board Support  
Cynthia Flores, Board Analyst  
Angela Nation, Board Analyst  
Gwendolyn Trevino, Board Analyst  
Fernando Barrera, Board Analyst  
Marissa Clay, Board Analyst  
Jennifer Litscher, Board Analyst  
Brandi Smith, Board Analyst  
Davette Cobb, Board Analyst  
Mark Small, Board Analyst  
Brian Craig, Board Analyst  
Robert Detjen, Systems Analyst  
Mo Khan – Systems Analyst  
Richard Gamboa, Technical Writer  
Elizeth Willaker, Executive Assistant  
Matthew Schlosser, Multimedia Technician

**TDCJ STAFF PRESENT**

Chris James, OIG  
Marsha McLane, Executive Director, Texas Civil Commitment Office  
Jessica Marsh, Deputy Director, TCCO  
Emily Eisenman, Deputy Director, Rehabilitation and Reentry Division (RRD)  
April Zamora, Director, RRD  
Dr. Monte Smith, UTMB  
Dr. Ben Leeah, TTUSC  
Amanda Lowe, PD-Deputy Division Director

**OTHERS PRESENT**

Justin Martinez, Latino Justice  
Jennifer Toon, Lioness Justice

**CONVENED – TEXAS BOARD OF PARDONS AND PAROLES**

Presiding Officer (Chair) Marsha Moberley convened the Workshop of October 29, 2025 at 8:30 a.m. in accordance with Chapter 551, Texas Government Code, Open Meetings Act. After roll call, the Chair stated a quorum was present and declared the Workshop open.

**RECOGNITIONS**

Chair Moberley recognized the Board Members and Parole Commissioners present.

**CIVIL COMMITMENT (*ATTACHMENT A*)**

Chair Moberley introduced Marsha McLane, the Executive Director and Jessica Marsh, Deputy Director of the Texas Civil Commitment Office (TCCO), to present on Civil Commitment, agenda item #2.

Ms. McLane and Ms. Marsh provided an overview of the TCCO, including the Mission of the Agency, Governing Board, Sex Offender Civil Commitment Information and Process, Texas Civil Commitment Law, Legislative Finding, Identification Process, Multidisciplinary Team, Evaluation & Referral to the DA, Trial Process, Statistics, Post-Trial Pre-Release Tracking, Pre-Release Sex Offender Treatment, Continuity of Care, Tiered Program Information, Tiered Program Overview, Treatment Curriculum, Tiers 1-5, Case Manager Duties, and Dual Supervision with Parole.

**MEDICALLY RECOMMENDED INTENSIVE SUPERVISION, BOARD MEMBER AND PAROLE COMMISSIONER TRAINING (*ATTACHMENT B*)**

Pamela Pacher, Manager of Special Projects, briefly discussed the Medically Recommended Intensive Supervision Program for the Board’s training. She noted that although the presentation is driven by legislative actions and activities, multiple agency efforts were made to collaborate to create the presentation, including stakeholders that are represented as speakers. Ms. Pacher acknowledged the stakeholders imperative to the MRIS program, including Texas Department of Criminal Justice (TDCJ); TDCJ’s Health Services Division and Correctional Managed Health Care providers to include medical staff from both TTUHSC and UTMB, TDCJ’s Rehabilitation and Reentry Division and the Texas Correctional Office for Offenders with Medical or Mental Impairments (TCOOMMI), Deputy Director Emily Eisenman, the Parole Board and TDCJ’s Parole Division Deputy Director Amanda Lowe. She stated the training is to ensure MRIS eligible cases are provided to voters as required and processed accordingly by the MRIS voting panel(s.)

Emily Eisenman, Deputy Director of Rehabilitation and Reentry Division provided an overall history of MRIS and discussed some of the big changes that have happened through the years. Ms. Eisenman also discussed MRIS Statutes and Policies, MRIS program eligibility per Texas Government Code 508.146, MRIS Summaries, MRIS Transmittals, and MRIS Packet Order, MRIS Denied Consideration, MRIS Approval, Common Placement Barriers, MRIS Release, Case Management, Data Comparison (statistics), MRIS Referrals, MRIS Presentations, MRIS Approval FY 25, MRIS Approval by Category and current MRIS Release Caseload FY 25.

Dr. Ben Leeah and Dr. Monte Smith discussed Medical Records included as supporting documentation of the diagnoses and activities of daily living provided on the MRIS summary.

Pamela Pacher discussed the MRIS Governing Government Code, Board Rules and Policies.

Chair Moberley discussed the MRIS Factors to consider for release, threat to public safety definition, MRIS Voting Panel(s) comprised of Board members and Commissioners, as determined, and MRIS Voting Options.

***Recess:*** Chair Moberley recessed the Workshop at 10:27 a.m. for a 15-minute break.

***Reconvene:*** Chair Moberley reconvened the Workshop at 10:45 a.m. with all members present.

Amanda Lowe discussed the supervision of MRIS clients, MRIS Release and Supervision.

Chair Moberley thanked everyone who worked on MRIS over the last course of the year, noting everything as it pertains to MRIS has improved for the better.

#### **PAROLE VOTED PROGRAMS (ATTACHMENT C)**

April Zamora, Director of Rehabilitation and Reentry Division, provided a detailed overview of the parole voted programs, outlining the division's new initiatives. She explained the importance of the restructured rehabilitation programs – including a vital focus on employment in ensuring successful parole outcomes and taking the guesswork out of the process for voters. They will be giving voters more information to make good decisions by providing some clinical information.

Ms. Zamora briefly discussed the Texas Christian University Drug Screening (TCUDS) score and Addiction Severity Index (ASI) score, stating that an ASI is based on clinicians' judgment and it takes into account considerable data. When you see 0 to 1 score that means that person has no imminent problem and treatment is not indicated, 2 to 3 means somebody has a slight problem and treatment may not be necessary, 4 to 5 means a treatment plan should be considered, 6 to 7 is considerable difficulty, begin a treatment plan, and 8 to 9, means there is an extreme problem and treatment is vital. The TCUDS is something everybody gets coming into prison. Regarding the TCUDS score, if somebody has been in prison for 20 – 30 years, it's highly likely that TCUDs score is from 20 – 30 years ago. A 0 to 1 means nothing is wrong, 2 to 3 means the presence of some symptomology and there are some problems. A 4 or 5 score means help may be needed. If the TCUDS score is 6 or more, some serious treatment is needed. That's IPTC level or DWI level treatment. Additionally, Ms. Zamora stated the RHOP Program, a substance use education program is not a parole voted program. It's a lower-level, voluntary, recovery housing opportunity program that is peer led. It is only taught by certified peer specialists.

Next, Ms. Zamora discussed the three-tiered approach to sex offender treatment, sex offender education, the FI 9 vote which is the moderate level of treatment, and the FI 18, which is for high risk. She also discussed the addition of the STRIVE program which is a collaboration between four TDCJ divisions (Correctional Institutions, Parole, Reentry and Integration, Rehabilitation Programs), agency volunteers and the Windham School District. STRIVE's purpose is to prepare women for a successful reentry by providing gender-responsive trauma-informed programming, career readiness skills, employment referrals, post-release supervision (excluding participants who discharge their sentence) and community

support. Ms. Zamora stated that being able to add that to the FI 3 vote is going to be a phenomenal opportunity for females.

The Serious Violent Offender Reentry Initiative (SVORI) Program, by design, changed significantly during COVID and the division did not reset post-Covid. However, a full analysis of the SVORI Program has been made. Other states that are performing well with that program have been contacted, and their curriculum has been reviewed. The division is looking at ways that in-cell treatment is being conducted and currently they have precured and secured the correct and updated curriculum that goes with those modules. The goal is to restore the program to the level that it should be and ensure it is 100% ready. The program is a restrictive housing that is voted on. In closing, Ms. Zamora stated as it relates to the program updates, the one thing she wants to convey is that they are adding trauma informed care to almost every program and they are adding smart recovery to every program.

***Recess:*** At 12:27 p.m., Chair Moberley recessed the Workshop for lunch.

***Reconvene:*** At 1:35 p.m. Chair Moberley reconvened the Workshop with all members present.

#### **CASE SUMMARIES (ATTACHMENT D)**

Erica Montalvan, Director of Institutional Parole Operations (IPO), noted the IPO continues to be under construction, due to staff changes. They are rebuilding the regional leadership in Southern and Northern regions.

Ms. Montalvan and her staff, Clint Adams, Deputy Director of IPO, and Mr. Justin O’Neal, Institutional Parole Training Administrator, provided a high end overview on case summaries, which included the implementation of the new streamlined case summary and the transition of all case types, highlights of how to cross reference items within Microfocus, Classification Profile, File Material and their meanings, and insight into the structure of the Evaluation Section, previously known as the Case History Analysis. Ms. Montalvan also discussed the updates since January, noting that the template was migrated to a web-based application to allow for automation in the future. Also, the case summary form was tested with IPOs. The test cases were then sent to select voters for review and feedback. Implementation began 9/2/2025.

#### **PAROLE REVIEW MULTI-YEAR SET OFF TRAINING (ATTACHMENT E)**

Chair Moberley discussed the Sunset Self Evaluation Report, which included a Brief Description of Issue, Discussion and Possible Solution and Impact. On September 20, 2023, the Texas Board of Pardons and Paroles submitted a report asking the Sunset Commission to review the multi-year set off. The Board highlighted that this adjustment would benefit victims of specific crimes, such as aggravated assault, family violence, and manslaughter, by reducing the frequency of their required appearances at the Board's offices.

Chair Moberley reviewed the Bill Analysis for Senate Bill 1506, highlighting the Author’s/Sponsor’s Statement of Intent, and stating the bill, authored by Senator Tan Parker and co-authored by Brent Hagenbuch went into effect. Senate Bill 1506 addresses the issues by giving the Board of Pardons and Paroles the ability to extend most hearings out up to five years, rather than the currently required one year extension. As proposed, Senate Bill 1506 amends current law relating to the frequency with which the Board of Pardons and Paroles reconsiders inmates for release.

Chair Moberley noted what Texas Research Policy states as it relates to the bill to present both support for and challenges faced along the way during the legislative session.

**SUNSET (SB 2405) (ATTACHMENT F)**

Bettie Wells, General Counsel, discussed the Board's Rule Making Authority, Chapter 2001 Administrative Procedure Act or APA, noting this is the statutory authority for state agencies to promulgate rules. She briefly went over the Board's rulemaking history, stating the first Board rules were adopted January 1, 1976. They are the clemency rules in Chapter 143 Executive Clemency and the rules in Chapter 147 entitled Hearings. Those were the only rules that were established at that time and are still a part of the Board of Pardons and Paroles' Rules.

Ms. Wells also discussed the various statutory references in 508 related to the Board adopting rules, including:

1. 508.036(b) requires the board to adopt rules related to the decision-making process for the Board and parole panels. Sections 145.1 Parole Decision-Maker, 145.2 Standard Parole Guidelines and 145.3 Policy Statements Relating to Parole Release Decisions by the Board of Pardons and Paroles.
2. 508.0441(c) gives the board the option to adopt reasonable rules related to parole and mandatory supervision eligibility, hearings or imposing conditions. Sections 145.7 Initial Review, Chapter 147 Hearings, and 145.22 Conditions and Rules of Parole.
3. 508.082 related to the submission and presentation of information, and time, place and manner of contact.
4. 508.1455 related to the early release of identified inmates who participate in an educational and vocational training pilot program. Board Rule Section 145.19 Action Upon Review; Early Release is a new law which became effective 06/09/2022.
5. 508.146 related to medically recommended intensive supervision program. 145.3 Policy Statements Relating to Parole Release Decisions by the Board of Pardons and paroles; specifically, Section 145.3(5)(F).
6. 508.281 related to hearings before a parole panel or designated agent. Chapter 146 Revocation of Parole or Mandatory Supervision. Revocation of Parole or Mandatory Supervision Chapter 147 Hearings.

Additionally, she discussed other statutory requirements related to the rulemaking process, including:

1. Section 2001.004. Requirement to Adopt Rules of Practice and Index Rules, Orders, and Decisions. This statute makes references orders and decisions. It should be noted an order is prepared for all rules that are finally adopted. The statute also requires index, cross-index to the statute, which means that all rules must have a statute to support the promulgated rule.
2. Section 2001.006. ACTIONS PREPARATORY TO IMPLEMENTATION OF STATUTE OR RULE. This statute authorizes the state agency to take administrative action to comply with the new statute even though the rulemaking process has not been complete. This is in the form of a policy and/or directive.

Some of the new legislation from this last session required the Board to promulgate rules. So, we will adopt the policy, which is the interim guiding document when we have new legislation.

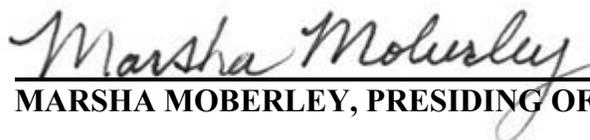
There is a new office within the office of the Governor, which is entitled Texas Regulatory Efficiency Office. Their purpose is to identify and expand opportunities to implement efficiencies in our process for adopting rules and rule review. This office shall prepare and publish a manual that will help state agencies in their review of the rules. This is a part of the process we will be engaging in each time we have a Rules Committee meeting. Once rules are adopted, they must be reviewed every four years, and the criterion for review is outlined in the new statute. We are required to submit the rules to the new office for approval before we can adopt the rule.

Timothy McDonnell, Chief Operating Officer, discussed the Board Member and Parole Commissioner Training Manual, stating one of the things that Sunset looked at and recommended to the Sunset Commission was that the Board come up with a Training Manual for Board Members. Generically, they are trying to standardize a lot of the training for Board Members in any agency. The Senate adopted the recommendation of Sunset with respect to Senate Bill 2405, and it required that the Board Administrator create a training manual for Board Members and Parole Commissioners. They also require that they annually send out any updates to this training manual and that the Board Member and Commissioner sign acknowledging both receipt and review of the manual. Mr. McDonnell acknowledged that Lynn Ruzicka, a Parole Commissioner, was the original creator of the Resource Manual in 2005 or 2006. He stated they have built upon the existing material and will continue to enhance the Training and Resource Manual over time.

**ADJOURNMENT**

Having completed all posted items on the agenda, Chair Moberley adjourned the Board Workshop at 3:57 p.m.

**ADOPTED BY UNANIMOUS CONSENT OF THE BOARD ON THE 22<sup>nd</sup> DAY OF JANUARY 2026.**



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**MARSHA MOBERLEY, PRESIDING OFFICER (CHAIR)**