

Texas Department of Criminal Justice
Administrative Segregation
September 2014

In order to enhance staff and offender safety, the Texas Department of Criminal Justice (TDCJ) utilizes Administrative Segregation (Ad Seg) to separate high risk offenders from the general inmate population and provide greater security precautions for staff.

The agency is also employing several strategies designed to reduce the Ad Seg population consistent with the priority placed on safety and security. A common element in every strategy is the use of various treatment modalities to prepare offenders for a successful transition from Ad Seg into the general offender population and the community.

A description of the strategies being used to decrease the Ad Seg population is provided below, followed by some frequently requested information regarding administrative segregation.

Strategies for Reducing the Ad Seg population

Prepare offenders for a successful transition from Administrative Segregation to the general offender population through innovative programming.

The TDCJ has targeted programs, one longstanding and the other new, intended to prepare offenders for a successful transition to the general offender population. In addition to reducing the number of offenders housed in administrative segregation, these programs have contributed to a corresponding decline in the number of direct releases from administrative segregation.

- The **Gang Renouncement and Disassociation (GRAD) – (180 Beds)** is designed to give a security threat group (STG) member the ability to disassociate from their current affiliation and return to the general offender population. *FY 2014 program completers – 551*
 - The program lasts for nine months with the participants spending the last three months in the general offender population.
 - The curriculum provides cognitive intervention, anger management, substance abuse education, and programming addressing criminal addictive behavior. The program utilizes a classroom setting for programming and allows group recreation.
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Texas Department of Criminal Justice
Administrative Segregation
September 2014

- The program capacity has been adjusted multiple times based on need. The disassociation monitoring period was reduced from 24 to 12 months in August 2012, expediting entry into the program.

- The **Administrative Segregation Transition Program (ASTP) – (260 Beds)** was implemented in **March 2014** and assists offenders in the transition from Ad Seg to the general offender population. *FY 2014 program completers – 25*
 - This four month program addresses dysfunctional thinking patterns, life and coping skills, problem solving, and building / maintaining appropriate and healthy relationships.
 - The program focuses on managing stress, emotions and aggressiveness and emphasizes group interactions and pro-social peer support.
 - The program utilizes a classroom setting for programming and allows group recreation.

Prepare offenders for a successful transition from Administrative Segregation to the community through innovative programming.

The TDCJ has targeted programs, one longstanding and the other relatively recent, intended to prepare offenders for a successful transition from incarceration to life in the community. Although the agency anticipates continued success in reducing the Ad Seg population, there will remain an ongoing need for programs serving those offenders whose behavior necessitates continued housing in a maximum-security setting.

- The **Ad Seg Pre-Release Program (ASPP) – (204 Beds)** was implemented in **July 2012** and targets Ad Seg offenders prior to release into the community in order to better prepare them for a successful transition. *FY 2014 program completers – 476*
 - This three month program offers interventions which begin to build awareness about the thinking and attitudes that have impacted their choices and how different choices could affect them in the future.

Texas Department of Criminal Justice
Administrative Segregation
September 2014

- The program curriculum incorporates the use of technology to deliver portions of the materials. Eligible offenders are allowed group recreation.
 - The curriculum utilizes cognitive behavioral interventions to address attitudes, thought processes and enhance coping skills, and addresses reentry planning and opportunities. Topics include treatment preparation and self discovery, functioning thinking, understanding your feelings, stress management, family reintegration and more.
 - The ASPP program was expanded in 2013 and 2014.
- The **Serious and Violent Offender Reentry Initiative (SVORI) – (63 Beds)** is a pre-release, street ready initiative as an in-cell program that utilizes PC-based equipment to deliver a variety of programming to help the offender's transition to the community successfully.

FY 2014 program completers – 89

- The seven month program addresses anger management, thinking errors, cultural diversity, employment and substance abuse. Curriculum relating to life skills such as health maintenance, employment, legal issues and parenting is also provided.
- Eligible offenders are allowed group recreation. Most of the participants are required to complete the program as a condition of release.
- Phase II of the program is delivered as post-release continuum of care.

Divert offenders from Administrative Segregation through newly created alternative programs.

*The agency has developed **new** initiatives that provide an alternative to administrative segregation for certain offenders. Both programs began serving offenders during the summer of 2014. Like the programs facilitating a successful transition to the general offender population, they will further reduce both the number of offenders housed in administrative segregation and the number of direct releases from administrative segregation. By providing an alternative to Ad Seg, these programs can have a more immediate impact on the offender population.*

Texas Department of Criminal Justice
Administrative Segregation
September 2014

- The **Administrative Segregation Diversion Program (ASDP) – (180 Beds)** Effective **July 14, 2014**, this **new** program began providing STG members who are returning to prison with the opportunity to immediately participate in a program similar to GRAD. *new program*
 - Participating STG members are immediately assigned to the six month program after completing the intake process.
 - The curriculum provides cognitive intervention, anger management and addresses criminal addictive behavior.
 - The program provides programming in a classroom setting and allows group recreation.

- The **Administrative Segregation Therapeutic Diversion Program (ASTDP) – (252 Beds)** During **August 2014**, this **new** program began providing an alternative to Ad Seg for certain mentally ill offenders who would otherwise be housed in the administrative segregation environment. *new program*
 - The program targets offenders with mental health issues such as adjustment disorders, mood (depressive and bipolar disorder), anxiety (panic disorder, PTSD and other anxiety disorders), impulse control disorders (intermittent explosive disorder and other emotional and behavioral difficulties resulting in emotional liability and behavioral dyscontrol).
 - Participants receive both individual and group therapy designed to improve the offender's decision making, impulse control and quality of life. Life skills, medication management, coping skills, and anger management are among the targeted treatments for offenders participating in this program.
 - The program involves a coordinated multidisciplinary approach that includes security, nursing and mental health staff. Treatment is provided by qualified mental health providers, and mental health case managers are responsible for coordinating evaluation and treatment. Individual treatment plans are prepared for each offender.
 - The offender patients will be reviewed every six months by the multidisciplinary team for transition from the program into the general TDCJ offender population.

Texas Department of Criminal Justice
Administrative Segregation
September 2014

Additional Information regarding Administrative Segregation

What is Ad Seg?

Administrative Segregation is single cell housing for offenders who require maximum-security for the safety of staff and offenders and the security of the institution. Unlike some general population inmates who are single celled, Ad Seg inmates are confined to their cells for most of the day. Out of cell time involves recreation (typically one hour a day) and periodic movement for the purposes of visitation, medical appointments, legal proceedings or other intermittent activities. Out of cell recreation areas maintain physical separation through chain link fencing or other means, but permit visual and verbal interaction. Ad Seg inmates are secured by restraints and kept under constant and direct supervision while being moved for recreation or other purposes.

Prior to implementing the Ad Seg plan during the mid 1980s, the number of inmate homicides reached as high as twenty-five or more annually. Despite an inmate population that is three times as large, there are now far fewer inmate homicides. There were four inmate homicides during 2013.

Who is housed in Ad Seg?

Primarily confirmed members of the most organized and dangerous prison gangs (see *attachment #1*), as well as offenders who are an escape risk and who committed assaults or multiple other serious disciplinary offenses while incarcerated. A few offenders are housed in Ad Seg for their own protection. Inmates are only assigned to Ad Seg after an extensive review process, and are periodically reviewed thereafter for reassignment to the general offender population (twice a year by central administration and at least monthly by unit personnel).

All offenders placed in Ad Seg receive an initial hearing within seven days of placement at which time the reasons for placement and criteria for release are discussed. Any decision by the unit to continue Ad Seg housing is reviewed by central administration and subject to appeal through the offender grievance system. Subsequent reviews are conducted monthly by unit staff and twice a year by visiting staff (not assigned to the unit) as noted above. Offenders are notified in advance of the review by central administration and provided an opportunity to be present during the hearing (unless their behavior poses an immediate threat).

Texas Department of Criminal Justice
Administrative Segregation
September 2014

Additional Information regarding Administrative Segregation

How many Ad Seg offenders are housed in TDCJ?

As of August 31, 2014 there were 6,564 offenders housed in Administrative Segregation (4.4 percent of the inmate population). As shown in *attachment #2*, the number of offenders in Ad Seg has declined by over 31 percent since 2006.

How long do offenders remain in Ad Seg?

There is not a pre-determined length of stay for Ad Seg inmates. Length of stay in Ad Seg is governed by offender behavior. On the average, offenders releasing from Ad Seg during FY 2013 were in that custody an average of 3.7 years (the median was 2.2 years). However, it should be noted that offenders unwilling to change their behavior (renounce gang membership, discontinue assaultive behavior) remain in Ad Seg custody indefinitely, possibly for the remainder of their incarceration.

How many Ad Seg offenders are mentally ill?

About 30 percent of the Ad Seg population has been identified as having some form of mental illness treatable through out-patient care. Mentally ill offenders initially assigned to Ad Seg are assessed by mental health staff the next working day and continue receiving out-patient care. All Ad Seg offenders are seen daily by a nurse who inquires about health concerns and observes the offenders appearance and behavior. All offenders assigned to Ad Seg for more than one month are assessed by a qualified mental health professional (and assessed periodically thereafter). Note mentally ill offenders requiring in-patient care are housed in psychiatric facilities.

How many offenders are released from Ad Seg?

During FY 2013, there were 1,609 offenders released from Administrative Segregation into the general offender population. Another 1,243 offenders were released to the street, about 200 (fourteen percent) less than the previous year. In the future, most offenders releasing directly from Ad Seg will have participated in a pre-release program. See *attachment #3* for annual direct releases from Ad Seg since 2006.

ATTACHMENTS

Administrative Segregation Population by STG Affiliation
As of August 31, 2014

Security Threat Group	Total Members in Administrative Segregation
Aryan Brotherhood of Texas	489
Aryan Circle	339
Barrio Azteca	241
Bloods	130
Crips	225
Hermanos Pistoleros Latinos	160
Mexican Mafia	846
Partido Revolucionario Mexicanos	94
Raza Unida	198
Texas Chicano Brotherhood	24
Texas Mafia	42
Texas Syndicate	711
Total	3,499

Note: 53.3% of the Ad Seg population are confirmed STG members.

According to the April 2014 DPS Texas Gang Threat Assessment, literally thousands of gangs have been identified in Texas. However, only twelve of these gangs have been identified by the TDCJ as posing a sufficient threat to safety and security to warrant being designated as a Security Threat Group. These twelve STGs have a well organized structure and routinely use violence, fear and intimidation to further gang activities. The twelve gangs identified as STGs, and the number of their members confined in ad seg, are listed in the chart above. Individual offenders are confirmed as gang or STG members only when sufficient evidence exists to establish membership, and then only after multiple reviewers concur with the determination. Multiple indicators of gang or STG affiliation, such as tattoos, correspondence or telephone calls, are required to confirm an offender's membership.

Since 2000 TDCJ has used the GRAD program to give offenders an opportunity to disassociate from their current affiliation and return to the general offender population. Since the program's inception, 4,157 offenders have graduated from GRAD.

Reduction in Administrative Segregation Population FY 2006 - FY 2014

End of Fiscal Year	Administrative Segregation Population
2006	9,542
2007	9,186
2008	8,807
2009	8,492
2010	8,547
2011	8,784
2012	8,065
2013	7,281
2014	6,564
Change from 2006 - 2014	-31.21%

Since FY 2006 the total TDCJ population decreased from approximately 156,000 to 150,500, a 3.5 percent decrease. The administrative segregation population decreased by 31.21 percent during that same time period.

The decline in the Ad Seg population occurred at the same time direct releases from Ad Seg to the street also decreased. See Attachment 3, Reduction in Administrative Segregation Offenders Released to the Streets FY 2006 - FY 2013.

The decrease in the Ad Seg population is expected to continue in the future as programs like GRAD and ASTP assist in the transition of offenders to the general offender population, and new diversionary programs provide alternatives to Ad Seg.

Reduction in Administrative Segregation Offenders
Released to the Streets
FY 2006 - FY 2013

Fiscal Year	Releases to the Streets from Administrative Segregation
2006	1,539
2007	1,545
2008	1,488
2009	1,221
2010	1,313
2011	1,347
2012	1,445
2013	1,243
Change from 2006 - 2013	-19.23%

While the number of offenders directly released from Ad Seg decreased 19.2 percent from FY 2006 - FY 2013, the number of Ad Seg offenders released to the general offender population increased by 64.9 percent during the same time period.

The decrease in the number of Ad Seg offenders released directly to the street is expected to continue in the future as programs like GRAD and ASTP assist in the transition of offenders to the general offender population, and new diversionary programs provide alternatives to Ad Seg.

The Ad Seg Pre-Release and SVORI Programs will continue to serve those offenders who are released directly from administrative segregation.