

NATIONAL  
**PREA**  
RESOURCE  
CENTER

**IMPACT JUSTICE**

A national innovation and research center

**Taking Your First PREA Steps:  
Guidance for Jail PREA Coordinators  
and Compliance Managers  
November 16, 2017**

# The PREA Resource Center - Mission

The mission of the PRC is to assist adult prisons and jails, juvenile facilities, lockups, community corrections and tribal facilities in their efforts to eliminate sexual abuse by increasing their capacity for prevention, detection, monitoring, responses to incidents and services to victims and their families.

# Logistics - Technical Support

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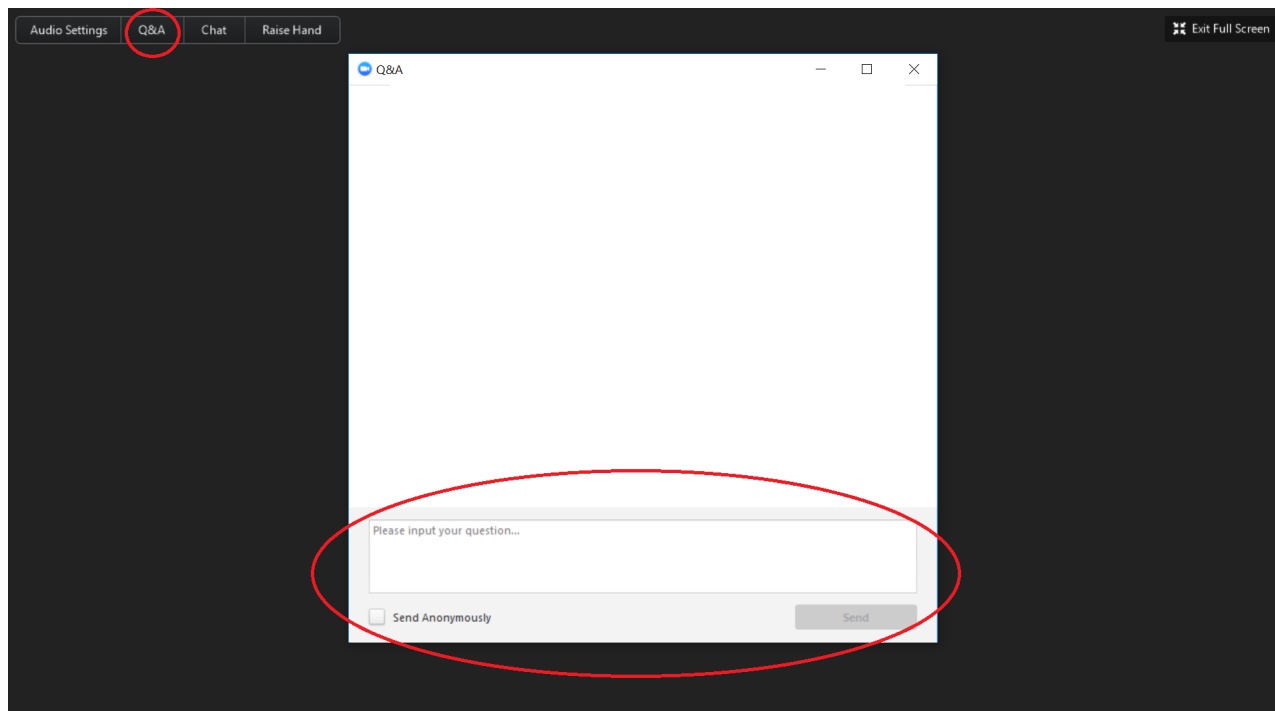
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# Logistics – Submitting Questions

## Submitting Questions

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Presenters will address the questions at the end of the presentation.



# Introductions

**Michelle Duhart**, Senior Program Manager  
Training & Technical Assistance, National PREA Resource Center

PRESENTERS:

**Beth Layman**, Consultant, National PREA Resource Center

**Erica Bravo**, PREA Manager, Santa Clara County Corrections  
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**James Kenney**, PREA Coordinator, Osceola County Corrections  
(Florida)

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## **Dee Halley**

**Policy Advisor PREA  
Management Office, Bureau  
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Department of Justice**



## **Beth Layman**

**National PREA Resource Center,  
Consultant**

# A word from the American Jail Association

## **“THEREFORE BE IT RESOLVED**

**THAT the American Jail Association recognizes the importance of PREA, supports the implementation of the nationally recommended standards, and encourages U.S. jails to participate in PREA standards compliance.”**

*Adopted on May 3, 2008, by the AJA Board of Directors in Sacramento, California.*

*Revised and approved on January 13, 2017 by the AJA Board of Directors.*



# About This Webinar

## Topics

- The Role and Responsibilities of the Jail PREA Coordinator and/or PREA Compliance Manager(s)
- Leadership buy-in – Addressing the Challenge
- *Mythbusters!* about PREA and Jails
- Voices from the Field – “Real people, real stories” from PREA Coordinators, PREA Managers in Jails
- Don’t reinvent the wheel – finding resources to use NOW.

# About This Webinar

## Audience

- This webinar is designed for Jail PREA Coordinators and other staff in local facilities who are responsible for implementing PREA.
- Specifically, the information is directed toward taking first steps. Certainly anyone responsible for implementing PREA at any stage – and this includes leadership and staff in facilities as well – will benefit from information discussed in this webinar.

# A Few Words about PREA.....

**PREA is about PRACTICE, not policy.** Very few standards actually require a policy, although in most cases policy is simply good correctional practice and a good place to start. PREA is all about the daily practices in your facility.

**Many jail practitioners are familiar with ACA, CALEA, NCCHC and other accreditation audits.** PREA Audits are different from those audits. PREA audits are not about accreditation, and strongly focus on the observation and verification of daily practices over a period of time.

**Passing (or not) a PREA compliance audit** only tells a facility how they are doing at the time of the audit. An audit does not in and of itself insulate from liability. The ***daily practices*** in a facility are what will help protect us and assure that we are meeting our obligations to protect those in our care, custody and control.

# Help! Where do we start?

- Agency commitment – start with a discussion at the leadership level.
- Jail safety is everyone's business – not just the PREA Coordinator's. Include staff at all levels with your efforts.
- Leadership appoints and SUPPORTS a PREA Coordinator.
- Do a self-assessment of your level of compliance – this will take a long time, so be patient and methodical.
- Find resources – don't reinvent the wheel.
- Develop a team – working alone or in a vacuum can be isolating and ineffective.

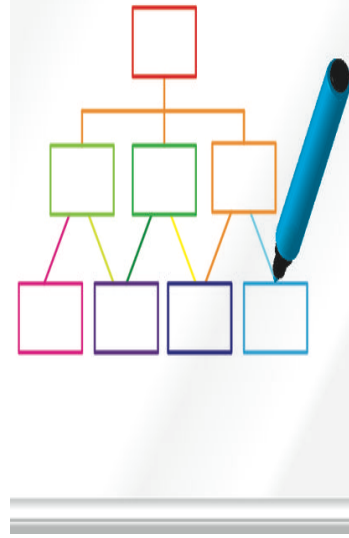
# PREA Coordinator – What the Standard Says

## **§ 115.11 Zero tolerance of sexual abuse and sexual harassment; PREA coordinator.**

(b) An agency shall employ or designate an upper-level, agency-wide PREA coordinator with sufficient time and authority to develop, implement, and oversee agency efforts to comply with the PREA standards in all of its facilities.

# “Upper-Level”

- Outside the restrictions of the regular chain of command.
- Of a level high enough with direct authority from the agency director or sheriff.
- Has some decision-making authority.
- In some smaller agencies, sheriff or agency director might also be the PREA coordinator.



# “Sufficient Time”



- This may vary considerably from agency to agency based on facility size and nature of the population being housed.
- PREA coordinator should be given the amount of time necessary for their PREA duties.
- No requirement in the standards that the PREA coordinator be full-time, or that they dedicate all of their time to PREA.

# “Sufficient Authority”

- An agency-wide PREA coordinator should be of a rank or position high enough with the authority necessary to:
  - direct agency efforts to comply with PREA;
  - to delegate and require staff to complete tasks and comply with direction.
- Leadership must be sure that all staff recognize this authority and its boundaries.
- PREA coordinators work with all levels of staff, including management, investigators, training coordinators, human resources, and others.
- PREA coordinators should have direct access to agency leadership, executives, and division heads.





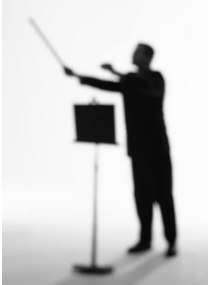
# “Develops”

- Educates themselves about PREA and serves as the lead source for understanding PREA in the agency.
- Assists in the development of the agency plan for PREA implementation.
- Heads the team for policy review, practices and procedures, analysis, and revisions.
- Works with training staff to develop education and training for staff, inmates, contractors, and volunteers.



# “Develops”

- Coordinates with outside entities, such as victim advocates, sexual assault nurse examiners (SANE), medical and mental health providers, investigating agencies or bodies, prosecutors, and others as needed. Leadership should set the parameters of the PC’s work with outside entities (contract negotiations, agency commitments, etc.)
- Seeks, evaluates, and uses resources to ensure compliance.



# “Implements”

- Ensures staff understand their duties and responsibilities.
- Coordinates the training requirements, new policies, and operational procedures and practices.
- Maintains documentation as required by the standards.
- Manages by “walking around” to be available for questions and assistance.
- Works with the auditor and prepares for an audit.
- Maintains close contact with leadership concerning progress to ensure PREA compliance.
- Models the behavior and integrity that demonstrate agency commitment to zero tolerance.



# “Oversees”

- Is the main point of contact for the agency, both internally and externally, for all things PREA.
- Observes operations in the agency and identifies gaps in achieving PREA compliance.
- Conducts agency/facility assessments to evaluate compliance with standards.
- Supervises and coordinates with PREA compliance managers (where there are multiple facilities).



# PREA Compliance Manager—What the PREA Standard Says

## ***§ 115.11: Zero tolerance of sexual abuse and sexual harassment; PREA coordinator.***

*(c) Where an agency operates more than one facility, each facility shall designate a PREA compliance manager with sufficient time and authority to coordinate the facility's efforts to comply with the PREA standards.*

*\*emphasis added.*

# PREA Compliance Manager

- The PREA coordinator may also serve as the compliance manager for a facility if they have sufficient time and if they are located in that facility.
- PREA coordinator works directly with PREA compliance managers.
- PREA compliance managers are responsible for coordinating and monitoring their facility's compliance with PREA standards.
- PREA compliance managers provide the agency-wide PREA Coordinator with information needed to demonstrate their facility's compliance.

# Mythbusters! – the Jail Version

**“We have almost no incidents of this nature so it is not a big problem for us”**

- We have an obligation to provide a safe and secure jail for both staff and inmates.
- Whether we see it or not, sexual abuse and sexual harassment happen every day – even if it is as minor as comments, gestures, suggestions of a sexual nature.
- No reports of incidents usually means that there is a flaw or obstacles in the reporting process.
- We WANT to know when this behavior occurs because it is critical for prevention, safety, security and to meet our constitutional obligations.

# Mythbusters! – the Jail Version

**“Jails don’t have the financial penalty that state facilities have through reduction of Federal grant money, so jails aren’t under obligation to be PREA compliant.”**

- It is true that the financial penalties for non-compliance by the state do not apply to jails and local facilities, **BUT:**
- The PREA standards are one of the best measures and guides for meeting our 8<sup>th</sup> amendment constitutional obligations.
- The courts have already named PREA and the PREA standards as a level of ‘decency’ to meet related to our constitutional obligations. (See Crawford v. Cuomo).
- Jails risk losing revenue-generating contracts to hold I.C.E., U.S. Marshall Service or state inmates if they are not PREA compliant, or diligently and actively seeking compliance.



# Mythbusters! – the Jail Version

**“The real victims are the staff who are manipulated by inmates.”**

- It is true that some inmates may try to influence staff into inappropriate behaviors to get favors or other benefits, **BUT:**
- Correctional staff ARE professionals, which means they must know how to recognize and respond properly to any inappropriate influence by inmates. We can only be manipulated if we allow it.
- The nature of the imbalance of power, means that consent on the part of inmates to participate in inappropriate relationships with staff is NOT a defense to staff actions.
- Under NO circumstance is it acceptable for an inmate to be abused or harassed by staff (or other inmates).

# Getting Agency Leaders on Board

Jail agency leaders care about:

- Re-election or keeping job
- Managing a limited budget
- Maintaining the reputation of the agency
- Preventing 'bad' publicity



# Leadership Buy-in

One of the biggest challenges for a PREA Coordinator can be getting leadership on board with the changes necessary for compliance.

Agency leadership may not always be as committed to the process as you are.

There are some basic steps you can take to gain their commitment and support.

# Leadership Buy-in – Ask!

**Ask** for an appointment to talk – having a specific time set aside for this purpose will assure that the focus is on this issue.

- Don't just discuss this informally in passing.
- Don't include this topic as an add-on to another conversation.

# Leadership Buy-in - Preparation

**PREPARE, PREPARE, PREPARE** to meet with your leadership.

Being prepared

- provides leadership with concrete information
- sets the stage for them to see the big picture
- saves leadership from the time and effort to develop the issues themselves

# Leadership Buy-In – Develop the Plan

**Know** what is needed and have all of the facts and figures.

- Be specific, such as: 2 additional cameras, computer software, privacy screens, adjustment to post assignments, team for policy revisions, etc.
- Budget implications – know what everything will cost; do the research, and have official numbers to show
- Staff implications – more staff, different staff assignments, PREA Compliance Managers, training for investigators, etc.

# Leadership Buy-in – Present the Plan

**Detail your exact plan of action. For example, your steps in the plan might include:**

- Conduct facility inspections to assess PREA compliance
- Revise the training curriculum
- Conduct informal interviews with staff and inmates
- Appoint a team to manage policy revisions
- Meet monthly with the sheriff/administration to report on progress
- Create MOU's and submit for agency approval and signature
- Establish relationship with prosecutor, Sexual Assault Treatment Centers (SATC), victim advocates, investigative agencies

**Provide timelines for completing each activity.**

**Describe the expected outcomes and benefits.**

# Leadership Buy-in – Describe the Benefits

**Be clear and concise about the benefits of PREA compliance.**

## **For the agency:**

- Enhance public perception of agency
- Prepare the facility to increase revenue through contracts to hold other inmates (Federal and State)
- Reduce the potential for significant financial impact due to civil liability
- Incidents of staff sexual misconduct have a *negative* impact on financial costs, staff morale, and agency culture

## **For staff:**

- Improve the safety and security of the facility
- Better meet constitutional obligations
- Provide better training, direction and guidance

## **For inmates:**

- Provide clear guidelines for inmates
- Enhance their safety and security (reduces conflict)



# Leadership Buy-in – Present the Plan

## When presenting the plan:

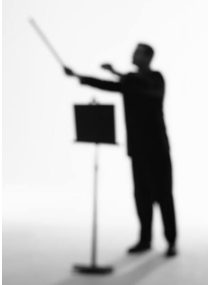
- Be concise, short, clear, and uncomplicated.
- Present in a variety of formats:
  - verbally
  - in a chart with timelines
  - don't overdo the paper: less is more.
- Allow for open discussion – ask for their suggestions and comments and LISTEN without interrupting.
- Don't overstay your time – everyone has other things on their priority list, so keep things short, clear, and factual.
- Set a mutually-agreed upon schedule for progress meetings.
- Follow-up with a summary e-mail.
- Send reminders of upcoming progress meetings.
- Once a week, send an e-mail or note of interim progress (again, keep it short and uncomplicated).

# Getting staff on Board

## Staff care about:

- Does this mean more work me?
- What will change and why is it changing?
- How does this benefit me?
- Being appreciated.
- Being informed.
- Being heard.
- Being an important part of the team.
- Getting what they need to do their job.

**Line staff are the first line of defense against threats to safety and security.**



# Getting Staff on Board – Share the Vision

- Be committed to the purpose of PREA. Model the commitment, the attitude, and the behavior you expect from staff.
- Focus on the benefits to staff, the facility, the agency - safer environment, more cooperative inmates, improving the mental health response, improved investigations, etc.
- Demonstrate the positive impact on their careers – professionalism, more training.
- Explain the plan and timeline – where you are and where you are headed.
- Assure staff that they will have help – track what is asked for and if it can be provided or why it cannot.
- Assure staff of the commitment from agency leadership (leadership should visibly speak to this).



# Getting Staff on Board – Share Progress

- Set short-term goals.
- Publish or announce “little” victories and progress.
- Have a visual reminder of where the agency is when it comes to reaching the goals...maybe a ‘thermometer’ or ‘line graph’.
- Keep PREA on their radar, but keep a balance. Too much can become ‘background noise’ and be ignored.
- Provide some examples of success in other agencies.



# Getting Staff Buy-in – Include Them in the Work

The more invested staff are in the process, the more committed they are to the goals.

## **For example:**

- Form teams
  - to revise policy – have small teams look at certain sections, such as the classification or booking policy and revise to include PREA
  - to observe and assess certain operational functions (e.g. suggest how unannounced rounds be documented.)
  - to suggest training format for volunteers and contractors
- Conduct informal/anonymous surveys – and then pay attention to what you are hearing. What can you change to get more buy-in, or to help with understanding?

# Getting Staff Buy-in – Recognize Work

## **Staff want to be appreciated and heard.**

- Develop a reward system
  - Written thank you's
  - Monthly postings of progress
  - Recognize hard work
- Be sure leadership is notified of recognition
- Find small ways for “honorable mentions”, such as at briefings
- Hold brief update meetings to summarize and congratulate progress
- Give examples of how changes have improved the workplace for the staff

# Getting Staff Buy-in – Keys Points to Remember

- Suggestions are always welcome and always considered, but there should be a leader who makes the final decision. It takes courage for staff to speak-up. Be sure to acknowledge their suggestions, give updates, and feedback. Explain why a suggestion may not be possible.
- Don't forget to include management in the suggestion process.
- Take periodic 'temperature' of staff to see how they are coping with change.
- Some people will resist change no matter what. Don't ignore them, but don't be negative towards them.
- Make the idea of change a positive thing – show how small changes equal big results.

# Managing the Demands of the Job

- Delegate certain tasks.
- Prioritize your tasks.
- Be patient.
- Recognize and accept your limitations – you CANNOT do it all!
- Keep a chart or list of your progress for visual validation.
- **Breathe**...set aside uninterrupted and quiet time every day to review where you are and what you need to do.



# Delegating Tasks - Examples

Break the “big picture” into smaller tasks that can be completed in minimal time.



## ***Example:***

For training requirements in the following standards

**§ 115.31 Employee training**

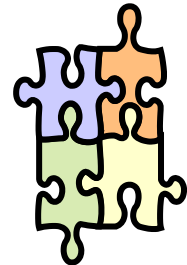
**§ 115.32 Volunteer and contractor training**

**§ 115.33 Inmate education**

- Have a small team of staff obtain and review all of the available curriculum and training modules on the PREA Resource Website, and review
- Have a small team develop training curriculum for staff
- Have another team develop inmate education
- Have another team develop training for volunteers and coordinators

# Delegating Tasks - Examples

Assign sections of the PREA standards to small teams to conduct policy reviews.

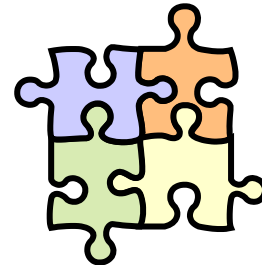


- **Prevention Planning** (§115.11 – §115.18)
- **Responsive Planning** (§115.21 – §115.22)
- **Screening for Risk of Sexual Victimization & Abusiveness** (§115.41 – §115.43)
- **Reporting** (§115.51 – §115.54)
- **Official Response Following an Inmate Report** (§115.61 – §115.68)
- **Investigations** (§115.71 – §115.73)
- **Discipline** (§115.76 – §115.78)
- **Medical and Mental Care** (§115.81 – §115.83)
- **Data Collection and Review** (§115.86 – §115.89)

# Delegating Tasks - Examples

Other examples:

- Designate housing officers to conduct PREA assessment of their own unit during night shifts.
- Designate mid-line supervisors to each observe a specific operational function, such as booking, classification, investigations, medical, programs, etc. to assess for compliance with the related PREA standard(s).



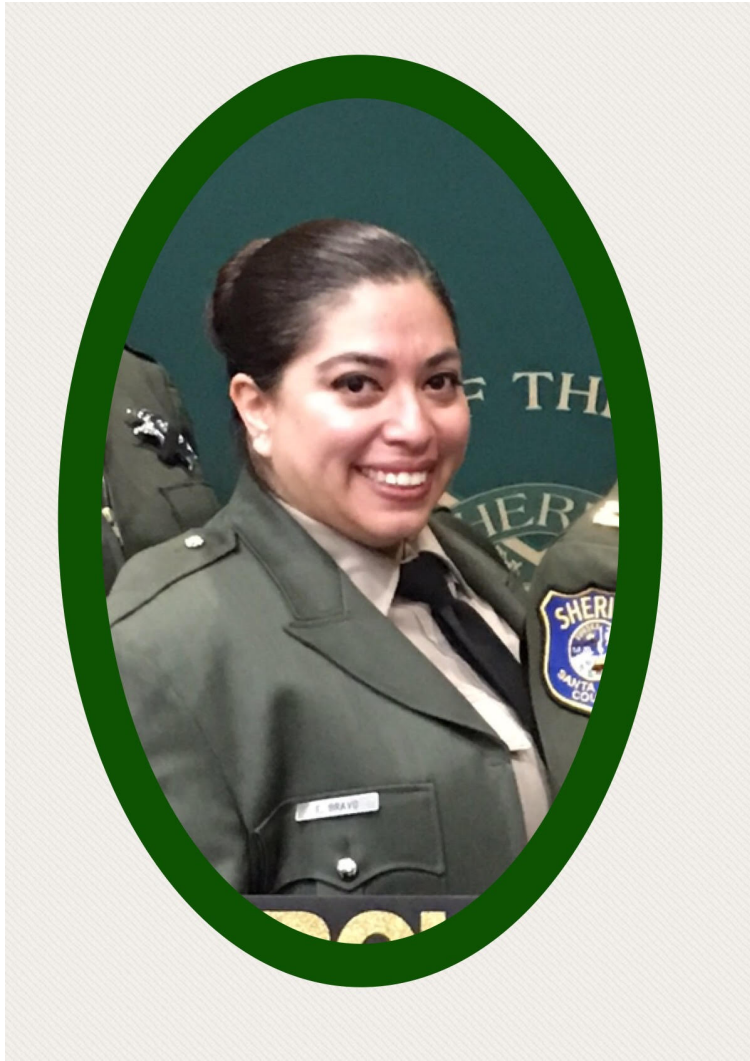
# Delegating Tasks – Leadership Makes it Work

**Delegating tasks only works if the puzzle is put together.**



- Be sure to check-in with the groups regularly.
- Empower the groups AND provide the tools they need.
- Have the groups meet together to share knowledge, experiences, and challenges.
- Have ONE point of contact for the each group.
- Bring all the groups together to see the “big picture”.

# Peer Tips and Recommendations



**Erica Bravo**  
PREA Manager  
Santa Clara County,  
California

# Peer Tips and Recommendations



**James Kenney**  
PREA Coordinator  
Osceola County  
Corrections,  
Florida



# Big Challenge

Cross-Gender Viewing §115.15(d):

Open showers at the center of direct supervision pods

Pod windows allow for viewing into the shower



# Big Challenge





# Peer Tips and Recommendations



**Lisa Cook**  
PREA Coordinator  
Buncombe County  
Detention and  
Courts Bureau,  
North Carolina

# It's All About Change...

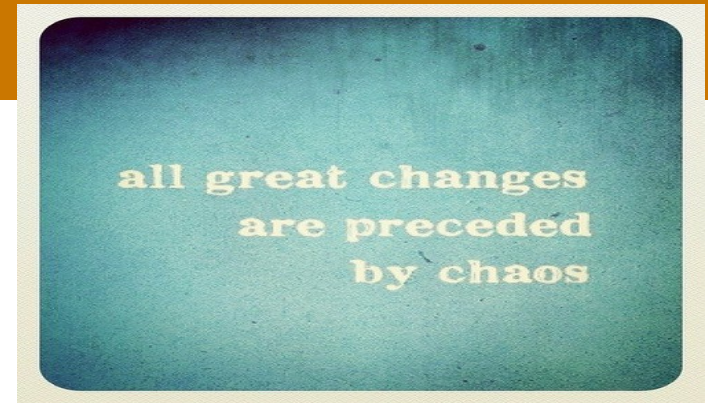
Peter Barron Stark, who studies and writes about organization change, says this:



***“There is no such thing as organizational change. Organizations don’t change. The only thing that does change in an organization are the people within it...”***

From: “Getting Leadership Buy-in” by Peter Barron Stark, 2010  
[www.peterstark.com/leadership-buy-in/](http://www.peterstark.com/leadership-buy-in/)

# Managing Change



- Change is difficult – and doubly so for sensitive and difficult subjects like sexual abuse and harassment.
- Be patient. People don't change overnight.
- People change when they have an understanding of how change benefits them.
- Be willing to listen to concerns, objections, suggestions.
- Consider everything with an open mind.

# Managing Change

Recognize that there are three types of people when it comes to change:

- Those who will resist and never change
  - Do your best to show them the benefits, but don't spend too much time on them at first
  - Revisit after more progress and after you have built a plan to recognize those who are going with the plan
- Those who will change with encouragement and attention
  - Give them the encouragement and information they need
  - They will flourish with plenty of recognition
  - Have this type work with the more committed group
- Those who embrace change and respond positively
  - These are your allies
  - Don't overburden them, but give them a big part in the process
  - Have them be the spokespeople for the other two groups

# PRC Primary Areas of Contribution

- Website – Information and Library
- FREE Training and Technical Assistance
- Auditor Training

Search the PREA Library for Articles and Resources:

#### LEGAL



In this section of the library you will find information about the Prison Rape Elimination Act of 2003 and related laws and legal issues.

[See all Legal articles](#) ▶

#### NEWS COVERAGE



In this section of the library you will find all PREA-related news articles, including news about the law, implementation of standards, and federal and local initiatives.

[See all News Coverage articles](#) ▶

#### POLICY & PRACTICE



In this section of the library you will find sample PREA-related policies and PREA policy development guides.

[See all Policy & Practice articles](#) ▶

#### RESEARCH



In this section of the library you will find federally funded and academic reports and articles on a range of PREA-related topics.

[See all Research articles](#) ▶

#### RESOURCES



In this section of the library you will find tools such as training materials, handbooks, policy development toolkits, and a list of resources for survivors.

[See all Resources articles](#) ▶

#### STANDARDS



In this section of the library you will find the federal PREA standards and information about the development, implementation, compliance with, and enforcement of the standards.

[See all Standards articles](#) ▶



**BREAKING NEWS:** The Department of Justice's national PREA standards were released on May 17, 2012. Read the final standards [here](#).

#### Welcome!

The PREA Resource Center (PRC) is working to address sexual safety in confinement, and to assist state and local jurisdictions with implementation of the Department of Justice [national PREA standards](#). Visit the library for research and guidance on implementation of the standards; the Training and Technical Assistance section of the website to learn about the PRC's four strategies for assisting the field with PREA implementation; and **sign up for upcoming webinars [here](#)**.

#### Need Help?

The PREA Resource Center provides training and technical assistance to adult and juvenile corrections and law enforcement agencies seeking to prevent, detect, and respond to sexual abuse in confinement.

[REQUEST ASSISTANCE](#) ▶

Resources for survivors and their families are available [here](#).



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# Field Initiated TTA Request

Targeted TTA

Request for Assistance

BJA Demonstration Sites

PREA in Action

PREA 101

Upcoming Webinars

Archived Webinars

## Request for Assistance

Fill out the form below in order to request PREA-related training and/or technical assistance for your jurisdiction or agency.

Name of jurisdiction/agency making request:

Name and position/title of person making request:

### Contact Information of Requester

Address:

City/Town:

State:

ZIP:

Email:

Phone:

Point of contact for the jurisdiction/agency:

Statement of Problem:

Describe, as specifically as possible, the condition or issue for which the TTA is requested.

Previous Efforts:

Have there been any previous attempts to address the condition or issue for which the TTA is requested? If so, what action(s) were taken and what were the results?

Training and Technical Assistance:

Describe what type of training or technical assistance you would like to receive.

Targeted Audience/Recipients:

Search the PREA  
Library for Articles  
and Resources:

Keyword

SEARCH

### Sign Up for Updates

The PREA Resource Center will provide information on upcoming events, new resources to our library, and PREA-related issues in the news through its newsletter. Sign up to receive our newsletter via email.

Email

SIGNUP >

Jurisdictions can request assistance by completing a web form on the PRC website ([www.prearesourcecenter.org](http://www.prearesourcecenter.org)) under the Training and Technical Assistance tab and clicking "Request for Assistance on the sidebar"

# Resources

## [www.prearesourcecenter.org](http://www.prearesourcecenter.org)

Videos: (Inmate Education)  
(Conducting Cross-Gender Searches and  
Searches of Transgender Inmates)

Online Resources:

- PREA Essentials Page
- PREA Standards in Focus
- Toolkit for Jails
- FAQs

## [www.nicic.gov](http://www.nicic.gov)

E-Learning Courses:

- The PREA Coordinator
- PREA Investigations
- Advanced PREA Investigations



# Resources

[www.prearesourcecenter.org](http://www.prearesourcecenter.org)

## Printed Materials:

- Training for Investigators of Sexual Abuse and Sexual Harassment (curriculum)
- Developing a PREA Compliant Adequate Staffing Plan
- Risk Screening
- A Quick Guide to LGBTI Policy Development for Adult Prisons and Jails (The Moss Group)
- Policy Review and Development Guide – LGBTI in Custodial Settings (NIC)
- PREA Fact Bulletins (AJA): Audits, Cross-Gender Viewing, Inmate Education, Inmate Reporting, Sexual Harassment, Volunteers and Contractors, Victim Advocates at Forensic Medical Examinations

# Upcoming Events

**Just Detention International Regional Training: How Did They Do That?! Building Effective PREA-Compliant Victim Services Programs in Custody Settings  
December 7, 2017 – New Orleans, LA**

<https://justdetention.org/new-orleans-regional-training/>

**American Jail Association Annual Conference  
April 21-25, 2018 – Sacramento, California**

[www.aja.org](http://www.aja.org)

# Questions & Answers



# For More Information

For more information about the **National PREA Resource Center**, visit  
[www.prearesourcecenter.org](http://www.prearesourcecenter.org).

Direct questions to [info@prearesourcecenter.org](mailto:info@prearesourcecenter.org)

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