

2016–2017  
**Annual Report**  
December 2017

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NATIONAL  
**PREA**  
RESOURCE  
CENTER

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**IMPACT JUSTICE**

A national innovation and research center

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## TRANSITION TO IMPACT JUSTICE

The National PREA Resource Center's (PRC's) new home at Impact Justice offers support and synergy for the work it does in the overlapping fields of sexual abuse prevention and corrections safety.

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## AUDIT

The PRC provides mission critical support to the Department of Justice's PREA Management Office in its administration and oversight of the PREA audit, as required by the PREA standards.

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## COMMUNICATIONS

The PRC website continues to be the "front door" of the PRC, providing critical training curricula, tools, webinars, and research to help agencies as they work to create sexual safety in their institutions.

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## TRAINING & TECHNICAL ASSISTANCE

The PRC trained a cadre of 17 new training and technical assistance (TTA) providers to join the providers who have worked with the PRC for years. This was a significant capacity-building effort. It deepened and widened the pool of expertise available for the free training and technical assistance the PRC provides.

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## LOOKING AHEAD

This year, the PRC has developed a new, state-of-the-art curriculum for a 40 hour in-person training event in Phoenix, AZ, during the first week of October 2017.

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## Acknowledgments

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In May 2017, just months before the fifth anniversary of the passage of the Department of Justice (DOJ) Prison Rape Elimination Act (PREA) Standards as a final rule, the National PREA Resource Center (PRC) celebrated its sixth year of operation. With strong support from the PREA Management Office (PMO) within the Bureau of Justice Assistance (BJA) at DOJ, PRC has grown in the past year, launching new initiatives designed to nurture PREA expertise in a broader group of individuals and organizations around the country and to develop the capacity to sustain sexually safe institutional cultures in leaders for the future. The PRC has contributed to leaps in the maturation of the PREA audit process, which has moved into its second cycle this year and is beginning to develop the procedural and professional guidelines and adjacent processes that will someday make it the most thorough and effective measure of corrections performance nationally. And the PRC continues to serve as the cornerstone of PREA implementation for state and local agencies by providing cutting-edge resources and support that address the most challenging aspect of PREA's mission—the elimination of sexual abuse in confinement.

Progress toward the elimination of sexual abuse and sexual harassment in confinement can be charted both in measurable data generated by DOJ and the PRC, and in the many significant achievements of individual agencies and facilities around the country that have partnered with the Federal Government in this endeavor. The PRC has been proud to play a role in this progress, and this year has been an eventful one with gains made in a number of critical areas, as well as movement forward in small ways that begin to address where progress lags.

Despite progress, there remain complex challenges for the future of PREA implementation and the achievement of the law's goal, to eliminate sexual abuse and sexual harassment in confinement in the United States. As emphasized in the PREA statute, "Prison rape endangers the public safety by making brutalized inmates more likely to commit crimes when they are released" (see 42 U.S.C. § 15601(8)). The PREA standards—which include requirements related to the achievement of zero tolerance cultures related to sexual abuse and sexual harassment in confinement facilities, the provision of care and services to incarcerated survivors, independent and thorough investigations, and staff training—can improve the overall safety of facilities for law enforcement and correctional officers, inmates, residents, and detainees. However, getting training and technical assistance to small jails and the many community confinement and

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lockup agencies that are not even identified by any national census is an ongoing challenge. The sophistication and scale of the PREA audit, which, by necessity, is designed to measure practice in a way unprecedented in correctional oversight, will require years of maturation before audits yield the kind of consistent and reliable results the PRC and PMO expect. And the PRC and PMO continue to confront resistance to the operational shifts needed, as well as the cultural changes necessary, to make sexual safety in confinement a widely established reality for most people incarcerated in the United States. For all these reasons, the PRC recognizes its accomplishments this year but also the work that remains to be done.

The PRC's mandate is to provide assistance to state and local agencies as they grapple with the challenges of ensuring sexual safety in their facilities and work to implement the PREA standards. As a single national actor, the PRC's mission must include the growing of capacity around the country in hundreds and even thousands of other emissaries and experts to carry the work forward. This past year, the PRC has seen the results of years of capacity-building efforts through the technical assistance it provides, but also in its contributions toward the creation of a strong cadre of PREA auditors and buy-in to the audit process from agencies around the country. Furthermore, the PRC has begun to develop more sophisticated data systems, which allow it to assist DOJ with tracking audit and auditor activity, but also to ensure that the challenges presented to the PRC through training and technical assistance (TTA) requests inform the support and training provided to auditors, and the feedback received by auditors informs the TTA resources developed. And that both audit data and TTA requests and feedback inform the ongoing education that the PRC provides to the field.

Other significant developments this year include the transformation of the Field Training Program (FTP) from a voluntary opportunity for certified PREA auditors to a requirement that all auditor candidates must fulfill prior to certification. This moves the PREA audit into the ranks of the most respected audit programs, ensuring that auditors have critical field experience with guidance and feedback from expert faculty before they are certified to conduct audits on their own. The PRC has also assisted the PMO in the provision of audit quality and integrity support so that auditors have the best chance to succeed; this assistance frees PMO to focus on discrete problems with auditors who are not auditing according to required guidelines.

With support from the PMO, the PRC has also spent a significant portion of this past year preparing to deliver its first-ever Implementation and Audit Preparedness Training, which was delivered during the first week of October 2017. This was an opportunity for people who are engaged in PREA implementation in various capacities to receive an equivalent depth of training on the PREA standards and implementation challenges that auditors receive without having to go through a full auditor certification program.

Five years after the passage of the PREA standards, PRC and the PMO can look back and see tremendous positive change because of their work and the work of so many around the country. The PRC and PMO also look forward and recognize that the promise of PREA is still a long way from being realized—that far too many people in this country's prisons, jails, juvenile facilities, community confinement facilities, and lockups are subject to sexual abuse and sexual harassment that should never be part of any loss of liberty. Looking forward, the PRC shares the PMO's dedication to playing a role in combating the scourge of sexual abuse in confinement long into the future.

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The PRC transitioned on October 1, 2016 to a new home with the nonprofit Impact Justice (IJ). The staff of the PRC, many of whom have been with the PRC for years and several since its inception, transitioned to IJ with the PRC to begin a new, competitively awarded cooperative agreement with BJA. PRC staff spent months preparing for the transition to ensure that it was seamless for those who rely on it for resources and services. Behind the scenes, the PRC used this transition as an opportunity to build more robust resource management and data tracking systems so that the feedback the staff receives about audits can help inform TTA offered to the field, and feedback the PRC receives regarding its TTA

PRC's new home at IJ offers support and synergy for the work it does in the overlapping fields of sexual abuse prevention and corrections safety.

delivery can inform the training and preparation of auditors. The President of IJ, Alex Busansky, has been working on PREA implementation for more than a decade, and many IJ staff work in areas that complement the PRC's efforts, particularly around responses to sexual harm and corrections conditions reform, and specifically the treatment of LGBTI youth in the justice system. PRC's new home at IJ offers support and synergy for the work it does in the overlapping fields of sexual abuse prevention and corrections safety.





## Auditor Training and Certification

With support from the PMO, the PRC held its 13th PREA Auditor Training in July 2017 in Washington, D.C. at the American University's Washington College of Law. Professor Brenda Smith, who was a member of the National Prison Rape Elimination Commission and who has been one of the PRC's partner TTA providers since the PRC's inception, invited the PRC and the PMO to hold the training at AU, and provided remarks to the class contextualizing the Prison Rape Elimination Act with a brief history of the problem of sexual abuse and the particulars of sexual abuse in confinement. The PRC and the PMO hosted 60 trainees who were seeking certification, as well as 12 observers from federal agencies, along with staff and contract faculty, including PREA experts from DOJ's Civil Rights Division.

The PREA auditor candidates who participated in the training brought an array of relevant experiences and specialized knowledge that support the conduct of high-quality PREA audits, and they are the first candidates who will be required to participate in the Field Training Program (FTP) in order to become certified by DOJ. One of the frequent refrains from trainees was that they wanted to ensure not only that they conducted strong audits, but that their agencies were being rigorously audited according to the methodology they learned. This class will be divided into small groups to participate in FTPs throughout the fall of 2017 and early spring of 2018, and will become probationary status certified PREA auditors once they pass the post-audit exam, successfully complete participation in an FTP, and pass the mandatory DOJ background check. The PRC expects most of these candidates will be certified with probationary status within 10 months.

Every year, the PRC and the PMO receive overwhelmingly positive feedback about the quality of its auditor training, and this year was no exception, with many trainees reporting that it was the most valuable and well-run training of their careers.

Every year, the PRC and PMO receive overwhelmingly positive feedback about the quality of its auditor training, and this year was no exception, with many trainees reporting that it was the most valuable and well-run training of their careers. The PRC is proud of the work its staff and faculty put into the training, and strives every year to improve on the experience for auditor candidates. The performance of this class is a testament to the applications received, the rigor of the application screening process, and the effectiveness of the training itself.

## Auditor Field Training Program

The FTP has, in the past, been an opportunity available to DOJ-certified PREA auditors to gain field experience under the guidance of an experienced field training auditor (FTA), PRC staff, and DOJ personnel. The program has been so successful, and participants have spoken so adamantly and persuasively about the substantial value of the training prior to conducting actual PREA audits, that the PMO committed this year to funding the PRC to make this training opportunity available to every PREA auditor candidate, and to make it a mandatory part of DOJ's PREA auditor certification process. This is a very substantial and important step forward in the evolution of the auditor training and certification process because the FTP exposes auditor candidates to—and requires them to participate actively in—a mock PREA audit of confinement facilities which relies on the rigorous, practice-based audit methodology that DOJ prescribes. Participation in the FTP helps to equip auditor candidates with the skills needed to conduct PREA audits that reflect at least a minimum level of quality.



To date, a total of 14 FTP audits have been conducted, and, in collaboration with the PMO, the PRC is conducting an additional nine FTPs for the individuals who participated in the auditor candidate training in July 2017. These are the first auditor candidates who are required to participate in an FTP. The first FTP conducted for this group of auditor candidates class was in Martinez, CA, in September 2017.

The staff and faculty who facilitate the FTP audits do so with a high level of dedication to the learning experience of each trainee. This ensures that auditor candidates experience every aspect of an audit, gain valuable observational experience, conduct extensive documentation reviews, and participate actively in interviews of inmates, residents, detainees, staff members, and others. FTP participants also gain extremely important experience writing thorough and well-documented audit reports.

### **Auditor Continuing Education**

The PRC maintains a learning management system (LMS) called the PRC Training and Resource Portal, which allows the PRC to provide continuing education courses and resources to certified auditors, some of which are required for auditors to maintain their certification. The PRC develops original content to keep auditors current, and the LMS tracks auditor participation so that the PMO can assess whether they've met recertification requirements when an auditor's three-year recertification is due. Auditors up for recertification take their recertification exam in the LMS, and now auditor trainees take a pre-training e-course and both the pre-training and post-training exams in the LMS. Additionally, auditor trainees get assignments through the LMS.

The PRC has also offered in-person auditor refresher courses at every American Correctional Association (ACA) conference for several years. This year, the PRC provided specialized training to auditors regarding the challenges of ensuring that people with serious mental illness are protected by the standards, and guidance on interviewing those with mental health challenges.

### **Auditor Recertification**

This past year, DOJ issued recertifications for qualified certified auditors whose original certification date was 2013 or early 2014. Processing recertifications was an enormous undertaking for the PRC. Auditors are certified for a period of three years, so auditors up for recertification applied and were screened by PRC staff to ensure that they had completed all of the requirements, including having participated in required continuing education courses. All candidates for recertification took a rigorous recertification exam as well. Among the 238 auditors who have been eligible for recertification in 2016 and 2017, 20 auditors were recertified in December 2016, and 120 auditors were recertified in June 2017. Ninety-eight auditors were not recertified, either because they chose not to seek recertification or they did not meet the requirements or pass the exam. The recertification process is designed to ensure that only those auditors who are qualified and who possess the knowledge and expertise necessary to conduct quality audits receive their recertification.

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## Audit Beta Test

In March 2017, the PRC and PMO beta tested the PREA audit instrument. This instrument, required by the PREA standards, was developed during an expedited timeline in 2012–2013, in advance of the PREA Audit Year 1 of Cycle 1. Now that the instrument has been in use for several years, and PRC staff, PMO and other DOJ stakeholders, and hundreds of certified auditors have learned a great deal about the strengths and challenges of the audit process, the PRC and PMO concluded it was important to retest the instrument and make revisions as required. The PRC worked with Spartanburg County Detention Facility in South Carolina to conduct a mock audit, and used the experience to inform an ongoing set of revisions to the audit instrument and refinements to the PREA audit methodology prescribed by the PMO in the recently released PREA Auditor Handbook.

The Auditor Handbook is an important, transformative resource which prescribes a specific methodology for every aspect of the audit process that auditors must follow, from contracting for an audit through corrective action periods and final reports.

## Auditor Handbook

In early August 2017, the PMO issued the PREA Auditor Handbook, which explains, clarifies, and memorializes DOJ's expectations of certified auditors. This important, transformative resource prescribes a specific methodology for every aspect of the audit process that auditors must follow, from contracting for an audit through corrective action periods and final reports. The handbook outlines DOJ's expectations regarding the number of interviews that must be conducted during an audit, the documents that must be reviewed, the report writing expectations, and also the legal and ethical guidelines that govern the PREA audit. Every auditor must sign an acknowledgment that he/she has read the handbook and understands that failure to conduct an audit according to the expectations laid out may negatively impact an auditor's certification. The PRC worked closely with the PMO in the development of the handbook, which reflects a highly effective collaborative effort to articulate expectations for audits and improve the quality and integrity of PREA audits.





## Audit Instrument Revisions/Online Audit System (OAS)

The PRC has worked this year on revisions to the audit instrument based on feedback from auditors, its own beta test of the audit instrument and methodology, and lessons learned from the FTP. Revised audit report templates became available in August 2017, and the PRC staff is currently working on an extensive revision of the audit interview protocols, which will be followed by a revision of the auditor compliance tool in the next fiscal year. Meanwhile, this has been the first full year that the Online Audit System (OAS) has been available to auditors. It has streamlined the auditing process and made document retention more secure and efficient for those who have accessed it. Through September 30, 2017, 101 auditors have used the OAS to start 223 audits, 108 of which have been completed, including 11 agency-level audits and 97 facility audits. The OAS not only helps auditors and agencies to conduct efficient and comprehensive audits, it has allowed the PRC to improve its record keeping on behalf of DOJ. The PRC works with its subcontractor, Abt Associates, weekly, to ensure that the system is functioning efficiently and effectively, and to make any necessary edits to the text or functionality of the system as users provide feedback. Abt runs a technology helpline for system users with a response time of 24 hours or less, and PRC staff are also available to answer questions about the OAS as they arise. Launching the OAS, training auditors and the field on how to use it, and streamlining its functionality to best meet the needs of its users and DOJ is an ongoing exercise. The PRC will continue to work with Abt to maintain and improve this valuable tool.

## Audit Quality Improvement and Integrity Program

The PMO has a compelling interest in the quality and integrity of the PREA audit function—including both the conduct of audits and how they are reported—and the PRC plays a vital role in supporting the PMO's efforts to oversee and enhance the quality and integrity of PREA audits. The Audit Quality & Integrity (AQI) program was instituted to enable the PRC and PMO to track, monitor, and understand the PREA audit landscape and take appropriate steps to support auditors with technical assistance, coaching, and further education.

The AQI program includes two primary components: probationary certification status reviews and quality improvement (QI) reviews. The AQI team also conducts some data analysis work relevant to the PREA audit function and provides coordination and logistical support for PMO's peer review process.

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## Probationary Certification Status

Early intervention in an auditor's reporting practice is a positive step for both the auditor and for overall audit quality and integrity. It also helps to build a foundation of consistency among all auditors, with an eye toward uniform audit reporting practices in the coming years. Probationary certification enables this intervention and has already produced positive outcomes.

Once a PREA auditor candidate completes the FTP requirement, they enter a mandatory period of probation that is part of achieving full certification from DOJ. Probationary certification status auditors may contract for and conduct audits similarly to a fully certified auditor. However, probationary auditors are required to submit their first two draft audit reports to PRC for review and guidance before the reports are submitted to an audited facility. In collaboration with the PMO, PRC staff review each draft report and provide detailed guidance to the auditors on the strengths and areas in need of improvement. The auditors then integrate this guidance into their reports in order to demonstrate necessary improvements. Once the two probationary reviews are completed, the PMO reviews an auditor's entire certification history and determines whether to grant full certification to the auditor.

The PRC takes very seriously its responsibilities for technical assistance and support to probationary auditors, and allocates significant human and technical resources to ensure that probationary status auditors' skills and understanding of their obligations are appropriately developed.

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- In 2016, the AQI team reviewed and provided guidance on 32 probationary reports, and 10 auditors completed their requirements and exited probationary status.
- In 2017, the AQI team reviewed 47 probationary reports from 35 auditors. Fourteen (14) auditors exited probationary certification status during 2017.

It should be noted that probationary certification status does not impose any limitations on an auditor's ability to procure and conduct compliance audits, and probationary auditors have the same responsibilities as fully certified auditors.





## Quality Improvement

There is also a subset of auditors who were certified prior to the implementation of probationary certification status, and who, therefore, have not been able to benefit equally from the technical assistance provided through the probationary review process. The PRC and PMO have instituted a parallel QI program, designed to offer the same guidance and interaction to non probationary status auditors.

QI entails selection and review of an auditor's work, and the AQI team provides detailed and personalized guidance to these auditors, including formal written guidance, the provision of useful resources, and one-on-one telephone interactions. The AQI team also routinely spot-checks subsequent audit reporting, to assess whether an auditor has formalized PRC's guidance in their audit reporting practices.

In 2017, in conjunction with the final development and release of the PREA Auditor Handbook, the PRC and PMO redesigned and relaunched the QI process. The objectives of the redesign were to ensure that every active auditor has an opportunity to participate in the process and to work with the PRC to understand their obligations, including the audit methodology and proper conduct of an audit, effective audit reporting, and other information crucial to the quality and integrity of the audit function.

To date, the PRC has conducted more than 50 QI reviews, and, following the re-launch of the QI process, expects to accomplish an additional 10 to 15 in the final months of 2017.

## Audit Activity Data: Tracking, Review, and Analysis

Early in the PREA Audit Cycle 1, the PRC and PMO determined that tracking audit activity, reviewing audit reports, and understanding the audit landscape are critically important activities that are necessary to improve and promote PREA implementation and compliance. As a result, the PMO instituted several mechanisms designed to track and monitor audit activity. The first of these mechanisms focused on auditor reporting—that is, an obligation for auditors to submit regular information about scheduled and completed audits, as well as detailed information about the conduct of those audits. In addition, auditors are required to submit their final reports. There are currently two ways that auditors may make their audit activity known to the PRC and the PMO: a virtual “paper” set of forms, or through the use of the OAS. The data and reports collected through these mechanisms form the basis of the PRC's and the PMO's audit analytics and the assessment of each auditor's entire body of auditing work.

## Auditor Feedback

As with any complex system of compliance monitoring that includes hundreds of auditors evaluating compliance in thousands of settings/facilities, the PREA audit function faces a number of challenges, including errors and other problems that arise related to auditor performance. The PRC and PMO instituted the auditor feedback form, a mechanism for any stakeholder to report relevant information to the PRC and the PMO regarding auditor performance.

The auditor feedback form is available on the PRC's website, and is designed to encourage the submission of actionable information that the PRC and PMO can use to guide ongoing efforts to support and enhance the audit function, improve auditor training, and promote the quality and integrity of audits.

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The PRC has continued to use its website, e-blasts, conference presentations, webinars, and other special notifications to communicate to corrections agencies, law enforcement, auditors, and other stakeholders about everything from DOJ guidance regarding standards interpretation to upcoming resources and achievements and challenges faced by the field.

## Website

The PRC website continues to be the “front door” of the PRC, providing critical training curricula, tools, webinars, and research to help agencies as they work to create sexual safety in their institutions. The PRC website provides access to TTA providers through the “Contact Us” and “Request Assistance” functions. It provides information about TTA funding opportunities and contains an extensive archive of topical webinars, as well as information about upcoming live webinars on PREA implementation topics. The website also contains critical information regarding PREA audits, including the only comprehensive list of all DOJ-certified PREA auditors for agencies seeking to hire an auditor. The website is also the sole source for DOJ’s interpretive guidance concerning the PREA standards, which can be found on the PRC’s FAQ page. This past year, users initiated nearly 200,000 sessions at the PRC website.

## Conference Presentations

Every year, the PRC capitalizes on national professional conferences to:

- Continue to provide implementation guidance to the field.
- Address critical issues that persist or arise.
- Provide guidance for agencies about what to expect from an auditor and the audit process.
- Keep the field abreast of developments at the national level in the world of PREA implementation.

This year—with the passage of the Justice For All Reauthorization Act (JFARA), the conclusion of the first audit cycle and the beginning of the second, the release of the PREA Auditor Handbook, the establishment of a formalized audit oversight process by the PMO, and capacity-building efforts undertaken by the PRC’s TTA team—the PRC had a great deal of new information to cover, and worked strategically to reach new audiences and organizations, including the National Association of Hispanics in Criminal Justice and the Pennsylvania Department of Corrections PREA Compliance Managers Annual Training.

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**National PREA Resource Center  
October 2016 – September 2017  
Conference Presentations/Key Meetings**

CONFERENCE NAME	MONTH/LOCATION
Association of Women Executives in Corrections	<b>October 2016</b> – Louisville, KY
National Partnership of Juvenile Services	<b>October 2016</b> – Denver, CO
National Institute of Corrections Virtual Conference	<b>October 2016</b> – Online
National Association of Hispanics in Criminal Justice	<b>October 2016</b> – Austin, TX
National Convening on Prison Oversight	<b>November 2016</b> – Austin, TX
American Correctional Association	<b>January 2017</b> – San Antonio, TX
Council of Juvenile Correctional Administrators	<b>January 2017</b> – San Antonio, TX
Association of State Correctional Administrators	<b>January 2017</b> – San Antonio, TX
Massachusetts DOC National PREA Conference	<b>February 2017</b> – Boston, MA
Western States Auditing Consortium	<b>March 2017</b> – Las Cruces, NM
American Jail Association	<b>April 2017</b> – Orlando, FL
Correctional Accreditation Managers Association	<b>May 2017</b> – Murfreesboro, TN
Pennsylvania DOC PREA Compliance Managers Annual Training	<b>May 2017</b> – Elizabethtown, PA
American Correctional Association	<b>August 2017</b> – St. Louis, MO
Council of Juvenile Correctional Administrators	<b>August 2017</b> – St. Louis, MO
Pennsylvania DOC Community Corrections PREA Compliance Managers Meeting	<b>August 2017</b> – Elizabethtown, PA

### **PRC Newsletter and E-blasts**

The PRC has sent 12 newsletters in the past year, along with six topic-specific e-blasts to its mailing lists. Each of these newsletters and blasts is received by over 13,000 people in the field, ensuring that critical information is received by thousands of agencies around the country. The PRC also communicates regularly with all PREA-certified auditors. It has sent eight auditor newsletters this past year, as well as five e-blasts, including a recent newsletter to auditors releasing the PREA Auditor Handbook.



When the PRC was first created in 2010, it convened a set of conversations with leaders in the field of sexual safety in confinement—TTA providers who had been working to end sexual abuse in correctional facilities even before there was a Prison Rape Elimination Act, as well as with corrections and law enforcement stakeholders committed to running safe confinement facilities for staff members, as well as for inmates, residents, and detainees. They were a relatively small group who had been carrying the water for this issue for years, and all agreed that the kind of universal culture change that national implementation of PREA demanded would require extensive capacity building by the PRC. Small, localized TTA efforts, while often impactful to the target audience, would not develop the regional leadership and the collective growth that was needed if sexual safety in confinement were to become an issue that was as seriously regarded as escapes are by the profession. The values embedded in the PREA standards needed, and still need, to be embraced throughout the profession, and for that to happen, the PRC as the national resource for PREA implementation would have to develop leaders not merely in Washington, D.C., but throughout the country.

After five years of hard work to realize some of these important goals, the PRC has worked with the PMO over the past year to launch a number of important new initiatives that are designed to capitalize on the capacity-building groundwork that has been laid by PRC and PMO staff and their partners. These initiatives include:

- A shift in the way the PRC responds to field-initiated requests for TTA.
- The development of regional PREA champions.
- A mini-grant program designed to foster PREA initiatives that were not funded by the larger PREA grant programs.
- Grants to provide advanced TTA to agencies that have initiated PREA compliance efforts, and that recognize the importance of agency- and facility-wide culture change to combat sexual abuse in their facilities.
- A strategic focus on agencies and facilities that are primarily locally based, that may not have focused much on PREA implementation to date, and that have not been as robustly served to date by PRC and PMO resources.

### **Field-Initiated Training and Technical Assistance**

The PRC receives daily requests through its website for TTA from prisons, jails, juvenile agencies, community confinement agencies, law enforcement, professional associations, and regional and national organizations. These requests have always first been managed by PRC staff who assess the needs of the requestor and determine whether they can be met by a phone call or series of calls by PRC staff, or require further assistance by a TTA provider. In addition to requests to tackle specific PREA implementation challenges in a given facility or agency, the PRC receives requests to make conference and webinar presentations and to assist professional associations and other national organizations with PREA-related efforts.

In December 2016, the PRC trained a cadre of 17 new TTA providers to join the providers who have worked with the PRC for years. This was a significant capacity-building effort. It deepened and widened the pool of expertise available to the PRC, including PREA coordinators, DOJ-certified PREA auditors, and experts with a range of experience related to PREA implementation in diverse settings. Now, when the PRC receives a field-initiated request for TTA, if staff determine that the request requires the assignment of a provider to review policies, develop resources, or work closely with an agency or organization on a problem, the PRC turns to its expanded pool of providers. This allows the PRC to assign providers who may be located closer to the need, or have expertise in a specific type of facility or problem area. See Appendix A for a list of the PRC's TTA providers.



## Targeted Training and Technical Assistance

The PRC, its staff, partners, and contractors continue to produce targeted TTA resources that address ongoing PREA implementation needs and gaps in existing resources.

American University Washington College of Law’s Project on Addressing Prison Rape (AU), Just Detention International (JDI), and The Moss Group (TMG) have all taken on specific projects in the past year that will contribute significantly to the PRC’s efforts to fill gaps in existing resources.

AU	JDI	TMG
<p>AU continues to provide the PRC with a survey and analysis of the PREA legal landscape, tracking litigation around the country that raises the PREA standards in the pleadings or decision. AU is also conducting a 50-state survey to review policies related to the housing of LGBTI people in various confinement settings. The PRC receives frequent requests for guidance from agencies seeking to develop PREA-compliant policies that govern the screening and housing of LGBTI inmates, residents, and detainees. Reviewing policies from around the country will allow the PRC to significantly broaden and improve the framework for assessing national progress around the treatment and protection of LGBTI people in confinement, and will better position the PRC to provide meaningful TTA to agencies as they develop new policies.</p>	<p>JDI has undertaken a project this year aimed at promoting correctional culture change. Drawing on its networks of contacts with prison rape survivors and correctional staff, JDI will highlight a diverse set of PREA champions—former inmates and correctional staff—in video clips documenting the positive impact PREA has had on the safety and culture of the institutions in which they have lived and worked. The purpose of these videos is to emphasize the importance of taking PREA implementation seriously by telling specific stories that illustrate the very real impact that meaningful efforts to prevent, detect, and respond to sexual abuse in confinement can have on the overall culture of the institution and the people inside it. These materials will be available on the PRC website and disseminated to PREA stakeholders nationwide in the months to come.</p>	<p>TMG is in the process of developing a scenario-based training package built on input from subject matter experts, with a specific focus on PREA challenges in confinement agencies and facilities where PREA-specific training for staff at all levels has historically been limited or nonexistent. The training package will include video vignettes and written material that guide the trainee through approaches to tackling organizational challenges that can confound efforts to create sexually safe environments. The training package is intended to be used by both individual correctional staff members, as well as staff groups (e.g., midlevel supervisors).</p>



### PREA Standards in Focus

PRC staff have been working with contractors on a new resource called Standards in Focus. Each short publication in the series addresses a single standard and details:

- The purpose of the standard.
- Key considerations that agencies must take into account as they address implementation.
- Significant challenges to implementation with advice about how to overcome them; and what to expect from an audit of the standard.
- Further resources and any specific DOJ guidance available for that specific standard.

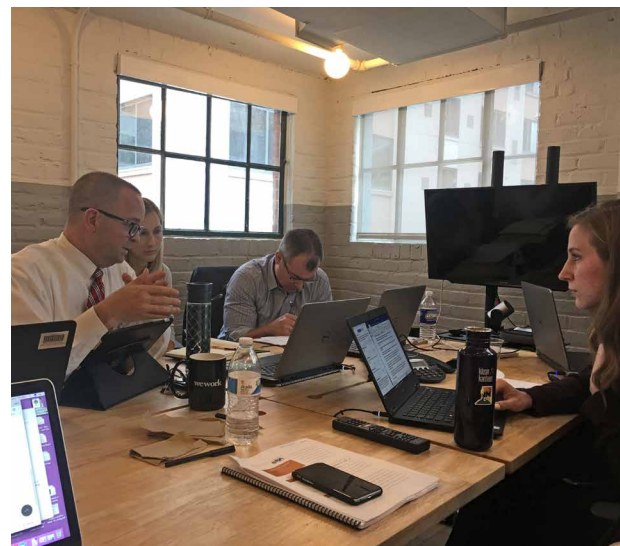
The PRC intends to release a Standards in Focus brief for every one of the PREA standards and has already developed and published six of these documents. Early feedback from agency PREA coordinators and facility compliance managers indicates that these resources are tremendously helpful.

### PREA Champions

The PRC, with support and guidance from the PMO, is developing a pilot project to identify regional PREA champions, and to support their PREA implementation efforts in their state or region. The goals of this strategic initiative are to:

- Build capacity in emerging leaders.
- Use those leaders to support PREA standards implementation work, particularly in underserved jurisdictions.
- Identify gaps in PREA standards implementation, and address the specific needs of local jurisdictions across the nation.
- Create a strong peer network among state representatives and elevate and honor the voices of those who are championing the work of ending sexual abuse in confinement.

In order to determine how this program might best build capacity and serve implementation efforts, particularly in states where the knowledge and resources have not reached all segments of the field, the PRC has conducted interviews of stakeholders, auditors, and people engaged in implementation from various backgrounds and is coordinating the information gleaned with both audit data and TTA data to determine the best path forward. The expectation is that the PRC will launch a pilot of the PREA Champions project by identifying champions in up to six states through a competitive process in the next year. The hope is that the pilot will provide information that allows the PRC to build a successful national program in years to come, with the goal of developing champions around the country, bringing the PRC's resources closer to home through local experts dedicated to helping across communication barriers and other silos in their states.





## PREA Mini-Grant Opportunities and Advanced Technical Assistance

The PRC has recently issued RFPs for two competitive funding opportunities. The first is the mini-grant program, which is an effort to make modest grant awards through a streamlined application process to support PREA implementation resources and convenings. Such activities are typically too small to qualify for funding under larger DOJ PREA grant programs.

The PRC received 19 initial applications for funding by the deadline on July 1, 2017, and additional applications are now being submitted. The PRC has funded five of these and has funding to support up to three additional mini-grants over the course of the next year. A number of the mini-grants, which are described below, are supporting the efforts of sexual assault coalitions to play a more direct and impactful role in providing needed services to inmates, residents, and detainees in confinement facilities who are victims of sexual abuse and sexual harassment.

MINI-GRANT	DESCRIPTION	SUMMARY
<b>TX Association Against Sexual Assault</b>	Pilot Program to Improve County Jail PREA Compliance – \$45,544	The Texas Association Against Sexual Assault (TAASA) is requesting funds for a pilot project to increase PREA compliance in central Texas county jails. TAASA will: (1) conduct research on and outreach to 24 county jails in central Texas; (2) conduct outreach to the 13 local rape crisis centers (RCCs) that serve those county jails; (3) hold a convening for them to improve dialogue around PREA compliance and advance the coordination of service delivery between county jails and local RCCs; (4) create and publish an electronic PREA toolkit that includes best practices with a focus on expanding PREA implementation to other Texas jails.
<b>The Moss Group</b>	Changing Culture in Corrections: Implementing the First-Line Supervisor Training Package – \$49,960	The Moss Group, Inc. will build capacity and strengthen the fidelity of the training package developed under the current agreement for first- and second-level supervisors to address and sustain positive culture change and PREA implementation by piloting the training and creating a resource guide for training directors to customize the material into preexisting curricula.
<b>The Victim Rights Law Center</b>	Confidential Community Services Access Project – \$50K	The Victim Rights Law Center (VRLC) proposes to convene two focus groups of community-based advocates (advocates) to gather input, educate advocates, and increase awareness among advocates not sufficiently engaged about how best to implement PREA standards establishing incarcerated sexual assault (SA) survivors' (survivors') right to access community-based advocacy "in as confidential a manner as possible." Focus groups will identify how advocates' work with survivors has changed since the March 2013 Office for Victims of Crime (OVC) and Office on Violence Against Women (OVW) forum on partnerships between rape crisis centers and correctional facilities. Focus group results will be published and will inform technical assistance and training that VRLC will provide to help meet survivors' privacy needs through an existing project.
<b>Council of Juvenile Correctional Administrators (CJCA)</b>	PREA Leadership Convening for Executives in Juvenile Justice Leadership Institute – \$50K	The purpose of the PREA Leadership Convening for Executives in Juvenile Justice is to bring together CJCA leaders/directors of state and local juvenile justice agencies within the same geographical region to network, share promising practices, and broaden thinking around leadership and culture models to support PREA implementation efforts.  CJCA will develop, manage, and facilitate the PREA Leadership Convening for its membership, representing the highest executive levels within the juvenile justice organization. This convening will take place at the CJCA's Leadership Institute Meeting. CJCA will evaluate the program to determine if program objectives are met and if the convening was considered valuable and time well spent by participants as well as develop a PREA Convening Resource Toolkit or document highlighting the specific PREA topics/issues covered during the convening.
<b>Just Detention International</b>	Tools for Engagement – \$50K	Through Tools for Engagement, JDI will draw on past experiences and developed materials to create publications that are useful and applicable to officials seeking to advance PREA implementation in their facilities; (1) three sets of a dozen single-page "PREA Refreshers" (for prisons and jails, community confinement facilities, and local juvenile facilities), featuring clear messages and appealing graphics to engage frontline staff in meaningful discussions around key PREA topics, along with a brief user guide; (2) a dynamic and user-friendly PREA Compliance Manager Guide, providing staff who are new in their role with a simple roadmap for assessing and advancing their facility's progress in addressing sexual abuse, relevant for prisons and jails, community confinement, and juvenile facilities; and (3) a PREA Peer Education Manual, providing step-by-step guidance to staff working to develop sustainable peer education programs in prisons and jails, including a range of sample template program materials and tips for engaging inmates in sexual abuse prevention.





The second competitive funding opportunity the PRC made available this year was support for advanced technical assistance to address intractable problems and issues that agencies face in sustaining robust sexually safe cultures and compliance with PREA standards. The PRC received six applications for funding in response to the solicitation, and funding decisions are pending.

### **Coaching BJA Grantees**

The PRC provides coaching assistance to BJA grantees awarded funding to support PREA implementation efforts in state and local agencies around the country. Over the past year, the PRC has continued to coach 29 grant sites.

### **Support of the DOJ PREA Working Group**

The PRC collects frequently asked questions and questions of first impression related to standards interpretation and prepares memos presenting the full context for each of these questions to the DOJ PREA Working Group (PWG). The PWG then considers each of these questions and provides interpretive guidance that is posted on the PRC FAQ page. This guidance is critically important as agencies, facilities, and auditors work through the challenges of standards implementation.

Over the years, the number of new questions that arise has decreased, a testament to the hard work the PWG did in the initial years after the standards were issued to address the many questions of first impression that arose. However, each year the PWG clarifies and refines its guidance, and the sophistication of questions that arise suggests that the field is exploring more nuanced issues as PREA efforts mature. Furthermore, the PRC has received questions this year from facilities and agencies that have received less assistance in the past—smaller county agencies, both jails and juvenile facilities, and local community confinement facilities—suggesting that there are an increasing number of smaller local agencies that are seeking to comply with PREA.

The PRC provides coaching assistance to BJA grantees awarded funding to support PREA implementation efforts in state and local agencies around the country. Over the past year, the PRC has continued to coach 29 grant sites.



## Implementation Training

This year, the PRC has developed a new, state-of-the-art curriculum for a 40-hour in-person training event in Phoenix, AZ, during the first week of October 2017. This training, called the PREA Implementation and Audit Preparedness training, is designed to provide the same rigorous and comprehensive training, which in the past has only been available to people seeking auditor certification, to a wider audience of people who are not interested in becoming auditors, but who are working to implement the PREA standards. The PRC reviewed close to 200 applications and, with input from the PMO, selected a diverse class of nearly 100 participants. The faculty consists of PRC staff, PMO and other DOJ representatives, and PRC partners, all of whom possess extensive experience delivering PREA training and assisting with PREA implementation on the ground. The training includes an in-depth, standard-by-standard look at implementation challenges, and provides attendees with opportunities to share problems and solutions. This is an inaugural event, and one the PRC and PMO will replicate in the future, if resources permit and participants indicate it is valuable to their PREA implementation work.

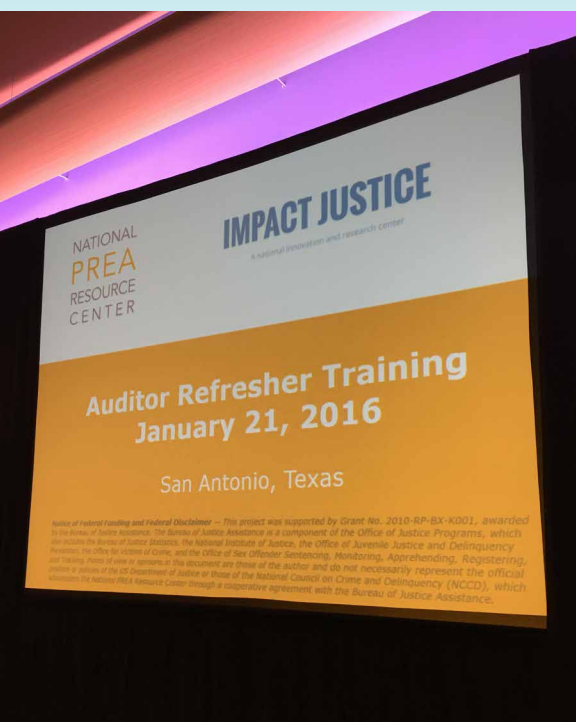
This training is designed to provide the same rigorous and comprehensive training to a wider audience of people who are not interested in becoming auditors, but who are working to implement the PREA standards.

## May 2018 Auditor Training

The PRC staff is already looking forward to the next auditor training! It will take place in Minneapolis in May 2018. Applications to attend this training were accepted through October 31, 2017, and invitations to attend will be sent to those accepted by January 31, 2018. The auditor training now requires participation in a 10-hour pre-training e-course and examination, and the 40-hour in-person training. Candidates for certification must also pass a post-training examination, complete a criminal history background check, and participate in an FTP audit before they become certified by DOJ as probationary status auditors.

## Field Training Program

In order to ensure that every auditor candidate from the auditor training class of July 2017 has an opportunity to attend a required FTP audit, the PRC, with support from the PMO, is conducting eight more FTP audits between October 2017 and March 2018. FTP audits will continue in the summer and fall of 2018 to accommodate the needs of auditor candidates who participate in the May 2018 auditor training. The FTP will continue to conduct mock audits of diverse facilities around the country and provide not only a first-rate training opportunity to auditor candidates, but also carry out an extremely thorough assessment of PREA compliance within each host facility. When appropriate, FTP host facilities receive, at no cost, followup training and technical assistance to address the PREA compliance challenges identified during the FTP audit.





## Peer Review

Peer review is another important tool that the PRC and PMO will use to enhance PREA audit quality and integrity. It allows knowledgeable individuals to look “under the hood” of any given audit, and make informed determinations about an auditor’s understanding and application of the PREA Standards and interpretive guidance in the context of actual documentation and other retained evidence. Peer review thus requires experienced, skilled, and specially trained auditors to ensure that the most qualified individuals are making critical judgments regarding another auditor’s findings and determinations. The PRC has supported the PMO in its effort to design and implement a sustainable peer review process that accomplishes the important goals of scrutiny and evaluation of audit work.

The PRC and PMO conducted a peer review pilot in late 2016, focused on learning about the needs of the process, and on critical feedback from pilot reviewers. This pilot was a significant advance in the understanding of what an appropriate process would require, and in 2017, the PRC and PMO deployed the lessons learned from the pilot in order to conduct the next stage of development. The result is a functional and sustainable process that achieves designated objectives and provides crucial data to PMO that inform ongoing efforts to intervene with auditors in ways that increase the quality and integrity of the PREA audit function.

Going forward, the PRC will continue to support the PMO in the institutionalization and coordination of this process as a regular and uniform feature of the audit function and auditor performance assessments. To date, PRC and PMO have used a competitive process to solicit interest from the certified auditor field, and have worked with 20 highly competent auditors to assist with the peer review development process. The results have been excellent, and the PRC and PMO have a tentative peer review schedule established.

Peer Review requires experienced, skilled, and specially trained auditors to ensure that the most qualified individuals are making critical judgments regarding another auditor’s findings and determinations.







The PREA standards are five years old this year, and many may assume that the problem of sexual abuse in confinement is, or should be by now, solved. But changing the deeply ingrained operational habits and cultural attitudes that have made sexual safety in confinement elusive not only in the United States, but in many countries around the world, is not as simple as the promulgation of a rule. In many respects, the field of corrections stands now only on the cusp of real change. Over the life of the PRC, both the PRC and PMO have reached thousands of correctional facilities and provided many thousands of corrections and law enforcement professionals with the tools that are necessary to see this shift realized. Thousands more have yet to be reached. And even with the tools embedded in the standards and those that the PRC can offer through TTA, agencies, facilities, and staff need ongoing support and assistance to see them through the hard work of culture change. There are still thousands of facilities to be identified before the PRC and PMO can provide them with resources and support. There are still thousands of facilities that have not been audited. Among the thousands of facilities that have been audited, there are ways in which the practices and values that promote sexual safety have not yet taken hold.

The PRC's work over the last year was geared toward addressing both ongoing needs and building new areas of capacity. As described in this report, the PRC, with support from the PMO, has trained and provided resources to a growing cadre of TTA providers around the country with diverse correctional and law enforcement experience in an effort to magnify and institutionalize the PRC's work. The PRC is funding smaller grants designed to foster PREA projects that draw on expertise not previously supported by the PRC or BJA's PREA grants, again with the aim of building capacity in individuals and organizations around the country. The PRC has worked with the PMO over the past year to significantly raise the practice of PREA auditors through multifaceted interventions that frontload resources into training and preparation, probationary reviews of auditors prior to their certification, and finally quality improvement efforts that support stronger audits through the life of a DOJ-certified auditor's career. And the PRC has strengthened old and built new information systems that allow it to better track the assistance and services it provides and therefore better target future resources where they are needed. This has been a year of tremendous progress, and one that only sharpens the PRC's and the PMO's focus on the future they strive toward, when sexual abuse will be eradicated from confinement facilities nationwide.

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## **APPENDIX A**

### **Field-Initiated TTA Providers, 2016–2017**

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Dianna Kucera  
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Charlotte Owens  
Mykel Selph  
Dana Shoenberg  
Jeffrey Shorba  
Debra Weinand  
Jerome Williams

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Beth Layman  
Chuck Kehoe

### **Funded Partnerships**

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The Moss Group  
American University  
Washington College of  
Law's Project on Addressing  
Prison Rape  
American Correctional  
Association (ACA)  
Abt Associates  
Vera Institute of Justice

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### **Peer Reviewers**

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Elisabeth Copeland  
Nancy Hardy  
Sharon Pette  
David Radziewicz  
Dwight Sadler  
Jerome Williams  
Barb King  
Lawrence Mahoney

To learn more about the  
National PREA Resource  
Center, please visit  
[prearesourcecenter.org](http://prearesourcecenter.org)