

NATIONAL
PREA
RESOURCE
CENTER

ANNUAL
REPORT
2018

IMPACT/JUSTICE
A National Innovation and Research Center

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Points of view or opinions in this document are those of the author and do not necessarily represent the official position or policies of the U.S. Department of Justice.

INTRODUCTION AND REPORT SUMMARY

Since 2013, the PREA Resource Center (PRC), under the guidance of the Bureau of Justice Assistance (BJA) at the Department of Justice (DOJ), has held 14 PREA auditor certification trainings. At the first training in 2013, only a few attendees arrived with significant prior knowledge of the national Prison Rape Elimination Act (PREA) standards, how they operate, and with experience beginning to implement these standards. The rest of the class had auditing experience but was new to PREA. Five years later, the majority of the trainees arrive with significant knowledge of the federal PREA standards and direct experience working to implement them.

That growing understanding and deepening experience with the implementation of the standards to prevent, detect, and respond to sexual abuse in confinement is a testament to the efforts of the DOJ in the years since the PREA standards were finalized, the work of the BJA's PREA Management Office (PMO), and the work that the PRC has accomplished under the office's guidance and leadership.



Field Training Program team at the Denver Sheriff's Department training program in October 2017.

This is a moment of both great progress and also only a stop along a longer road toward the elimination of sexual abuse in confinement. There is clear evidence of advancement, but there are also clear signs that point toward the need for improvement in particular areas. For example, a recent publication by the Bureau of Justice Statistics highlighted significant increases in the number of reports of sexual abuse in prisons and jails nationwide. Although these statistics may appear concerning, it is actually an indication that correctional agencies are doing something right. The standards are designed to create a culture in which inmates feel safe to report abuse and are able to do so. Increased reports narrow the gap between administrative records of reported abuse and abuse that inmates have reported anonymously to the Bureau of Justice Statistics in the past.

However, the report also noted that only a very small percentage of those reports are substantiated through investigations. The research literature shows false reporting of sexual abuse in the general population is low¹ and there is no evidence at this date to suggest that the incidence of false reports

¹ Lisak, D., Gardinier, L., Nicksa, S. C., & Cote, A. M. (2010). False allegations of sexual assault: An analysis of ten years of reported cases. *Violence Against Women*, 16, 1318-1334. doi:10.1177/1077801210387747

INTRODUCTION AND REPORT SUMMARY

is significantly higher in a correctional setting. Therefore, it is unlikely that the vast majority of these reports are false. The report statistics suggest there remain gaps in agencies' capacity to complete investigations that are PREA compliant. Similarly, despite the increased knowledge noted during PREA auditor certification trainings, PRC faculty continue to confront significant gaps in practitioners' understanding of the standards, misunderstandings that persist, and also hear about the challenges that agencies around the country are having as they work to implement these standards in a meaningful way.

It is clear that persistent and dedicated work is ongoing around the country in the effort to eliminate sexual abuse in confinement and there is evidence of significant progress as a result of those efforts. And there is still significant work to be done. The PRC staff are reminded of this not only at every PREA auditor certification training, but at every conference event and with every technical assistance call.

Over the past year, the PRC has achieved significant gains in every aspect of its work. In fiscal year 2018, the PRC—

- Ran a highly successful PREA implementation training attended by corrections, juvenile justice, and law enforcement staff nationwide.
- Delivered targeted, standard-specific resources to the field through its new Standards in Focus product and supporting webinars.
- Supported grants to under-resourced projects and organizations to provide technical assistance and tools to the corrections and victim advocacy fields.
- Increased its outreach to critical corrections and victim advocacy stakeholders through conferences and direct financial support.
- Continued to provide training and technical assistance in response to inquiries from agencies around the country.
- Trained a class of PREA auditors.
- Transformed its Field Training Program into a mandatory element of PREA auditor certification.
- Adapted its probationary audit reviews and quality integrity work to reflect the expectations laid out in the PREA Auditor Handbook.
- Improved its data collection processes and increased its capacity to be able to deliver timely information to DOJ about ongoing audit activity.
- Launched the audit peer review process, readying it for full implementation over the course of the next year.
- Provided continuing education to certified PREA auditors and daily support to auditors in the field.

The PRC continues to be a strategic partner to BJA's PMO in all its efforts and looks forward to pushing progress, capitalizing on the deep capacity-building work undertaken in recent years, and focusing on the greatest challenges that agencies face in their efforts to make those in prisons, jails, juvenile facilities, community confinement, and lockups safe from sexual violence. This report will detail the PRC's work and achievements from October 2017- September 2018 (fiscal year 2018) and forecast its work for the year ahead.

THE PREA AUDIT

The PREA Audit

A crucial component of PREA implementation is the DOJ PREA audit function. The PRC continues to oversee this function in assisting with the training, support, and oversight of PREA auditors around the country. In collaboration with its DOJ partners, the PRC works to ensure the quality and integrity of auditors' work, utilizing data analysis, technology, and peer review systems. Through a multi-disciplinary program that encompasses training, recertification processes, and robust feedback, the PRC continues to make tremendous strides toward sexual safety in confinement.



Field Training Program at Baker County Detention Center, February 2018.

Audit Training and Certification

The PRC held its 14th PREA Auditor Certification Training in May 2018 in Minneapolis, MN at the University of St. Thomas School of Law. It was a strong class of 43 trainees seeking certification along with two observers from federal agencies. PRC and contract staff, along with staff from PMO and DOJ's Office of Civil Rights, facilitated the training.

Many of the trainees brought a wealth of experience to the training, and this class tested better than the PRC has seen in the past. This is the second class of auditor trainees that will be required to participate in a Field Training Program (FTP) training audit in order to become certified. The addition of the program to the certification requirements, annual improvements to the in-class training, and increased support of probationary auditors by the PRC means that the DOJ is increasing the chances of these auditors' success.

This group of trainees, like those from the year before, are concerned that the existing cadre of certified auditors be held to high standards so that they, as new

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auditors, will be able to function in a market where those high standards are the expectation. As with the class from 2017, the 2018 class will be divided into small groups to participate in FTPs taking place from summer 2018 through early spring of 2019. Upon successful completion of the program, and once they pass a DOJ background check, the trainees will become probationary status-certified PREA auditors. Trainees have already passed the pre- and post-auditor training exams. Auditor candidates will be certified on a rolling basis as they complete requirements, but the PRC expects most of them will be certified with probationary status within 10 months of completing the training.

As in the past, the PRC received exceptionally positive feedback from participants about the quality of its auditor training. Every year the PRC hears from some trainees that the DOJ PREA auditor certification training is the best training they have ever attended. In addition, the PRC uses critical feedback from trainees to update and improve its training. The strong performance of this group of trainees in the classroom and on the post-training exam suggests that participants were well chosen through the application screening process and well prepared to audit by the classroom experience.

Auditor Field Training Program

The auditor FTP was originally an opportunity for certified PREA auditors to gain field experience under the guidance of an experienced Field Training Auditor, PRC staff, and DOJ personnel. It became clear more than a year ago that the program was critical for the ongoing success and improvement of the quality of audits being conducted, given the complexity of the PREA audit and the difficulty inherent in trying to conduct such an audit with no field experience. Therefore, in 2017 the program became a mandatory requirement for auditor certification. PMO again committed this year to funding the PRC to require that every candidate for auditor certification complete a field training audit.

The program also gives the PRC an opportunity to provide PMO with feedback on an auditor's performance, which becomes part of the auditor's records as they move into independent practice. The FTP is a critical investment made by PMO in improving the quality of audits at the front end. PRC staff who run the program note that no trainee, no matter how experienced an auditor or how well-versed in the PREA standards, comes to the FTP without a need for some coaching and experience to conduct this audit properly.

After making 14 FTP audits available to certified PREA auditors in 2015 through early 2017, the PRC

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THE PREA AUDIT

conducted eight FTPs during the 2017-2018 FTP audit training cycle. Trainees attended a week-long auditor classroom training in July 2017, and comprised the first auditor training class required to complete the FTP as a condition of certification. Of all the trainees, 50 completed the 2017-2018 FTP audit while six deferred participation. Five of those six completes their FTP experience in August 2018.

FACILITIES:

"The PRC Field Training Program is a great learning tool, not only for the auditor trainees but for facility staff as well. We hope to be able to participate in the FTP again in the future."

- Baker County Detention Facility

"Good experience for staff to see a PREA audit."

- Douglas County Youth Center

AUDITOR TRAINEES:

"The PREA resource center staff was extremely helpful, supportive, and professional. I feel more prepared to conduct an audit after completing this training."

"The training is outstanding! It really provides a clear understanding of what is expected of certified PREA auditors."

"Thanks so much for the training. The classroom portion is great but the field training really helps to understand the process. Seeing it first hand and participating in it, is a valuable experience that all auditors can benefit from. Thanks again."

"Loved the experience, very rewarding, made connections, and understand the expectations for a quality audit. Great lead, backup auditors, faculty, staff. All auditors should have to go through this process."

"The addition of the field service audit will hopefully increase the quality of the PREA audits. The field service audit was very valuable and adds to the understanding of how the standards apply in real facility settings."

THE PREA AUDIT

Host facilities for the 2017–2018 FTP audit cycle represented state prisons, county jails, and juvenile detention facilities around the country. Each FTP audit follows three of the four phases of a compliance audit and lasts 21 weeks. The faculty who facilitate the FTP audits do so with dedication to the learning experience of each auditor trainee. They ensure that each trainee has an opportunity to learn and practice the PREA audit methodology by experiencing every aspect of an audit, gaining observational experience, conducting extensive document reviews, and building interview skills and experience. Auditor trainees also gain experience writing thorough and well-documented audit reports.

National PREA Resource Center Field Training Program Sites



Facility

Martinez Detention Facility, CA
Century Regional Detention Facility, CA
Denver County Downtown Detention Center, CO
Sacramento County Youth Detention Facility, CA
Jacksonville Correctional Center, IL
Baker County Detention Center, FL
Douglas County Youth Center, NE
Hernando County Detention Center, FL

Onsite Audit Dates

Sept. 24 - Sept. 29, 2017
Oct. 15 - Oct. 20, 2017
Oct. 22 - Oct. 27, 2017
Jan. 21 - Jan. 26, 2018
Jan. 28 - Feb. 2, 2018
Feb. 11 - Feb. 16, 2018
Feb. 25 - Mar. 2, 2018
Mar. 18 - Mar. 23, 2018

Auditor Continuing Education

The PRC, in conjunction with PMO, continues to produce continuing education content for certified auditors. Materials have included documentation review templates that supplement the Audit Instrument and a webinar that provided participants with an overview of the Auditor Handbook. The PRC and PMO also hold quarterly, online, “office hours” sessions for auditors to submit questions to PMO and receive answers in real time.

These resources are maintained in a learning management system (LMS) called the PRC Training and Resource Portal that allows the PRC to provide continuing education courses and resources to certified auditors and track their participation. The LMS enables PMO to assess whether an auditor has met recertification requirements when an auditor’s three-year recertification is due. The LMS also allows the PRC to distribute and track pre-training coursework for the Auditor Training. The PRC revised the pre-training coursework for the May 2018 Auditor Training to reflect updates to the curricula based on the Auditor Handbook. The LMS allows the PRC to track versions of this training and monitor a trainee’s progress throughout the process.



Field Training Program at Baker County Detention Center, February 2018.

The PRC held auditor refresher trainings at this year’s winter and summer American Correctional Association conferences. The August conference marks the sixth auditor refresher training the PRC has provided. Auditor attendance and engagement has increased and feedback from participants has been positive. This year, the PRC, PMO, and partners facilitated small group work for the refresher attendees. The presenters provided targeted training and facilitated discussion around key topics, such as PREA audit report writing, the PREA Auditor Handbook, interview sampling during audits, and the basics of investigations. The PRC uses evaluations from each training and other auditor input to help direct the content and focus of future sessions.

Auditor Recertification

Since November 2017, DOJ issued recertifications for qualified certified auditors whose original certification date was late 2014 or early 2015. Auditor certification lasts for three years, after which auditors must apply for recertification. The recertification process is designed to test each auditor’s knowledge of the material and information that is required to conduct quality audits. This is to ensure

only those who remain experts on this information are recertified. To be recertified, auditors must complete an application, an exam, and a records check. In addition, the PRC must verify that auditors are up-to-date on continuing education courses, among other requirements that are outlined to the auditors. The PRC screens each auditor and verifies their completion of the requirements before PMO makes a final determination on their recertification application. Of the 226 auditors eligible for recertification in December 2017 and June 2018, 70 auditors were recertified in December 2017, and 28 auditors were recertified in June 2018. The remaining 128 auditors were not recertified, either because they chose not to seek recertification or they did not meet the requirements.

Audit Quality & Integrity Program

Since the inception of the PREA audit, DOJ has worked with the PRC to ensure audit integrity and consistency. Over the past year, the PRC has worked to refine its Audit Quality and Integrity (AQI) program. The program allows the PRC and PMO to track, monitor, and understand the audit landscape, while providing auditors with technical assistance, coaching, and further education. The work of the AQI team also allows PMO to take appropriate action when data collected by the PRC through its monitoring of audits suggests to PMO that there may be a problem with an audit or an auditor.

The AQI program comprises several important silos of work: probationary certification status reviews; Quality Improvement (QI) reviews; coordination of the peer review process; audit data and analytics; and several related functions, including ongoing maintenance of the audit instruments, and receiving and processing Auditor Feedback Form submissions.

Probationary Certification Status Reviews

PMO implemented probationary certification status reviews in March 2015, and the first reviews of probationary auditors' reports began in 2016. The PRC's AQI team has reviewed probationary status reports since then and further honed the feedback provided to new auditors to capitalize on the opportunity to support auditors' skill growth early.

The PRC has found that intervening early in an auditor's reporting practice is a constructive step for auditors and helps foster improvements in overall audit quality and integrity. It also helps to build a foundation of auditing and reporting skills that will lead to increased consistency in auditing practice and in audit reporting practice as the audit function matures.

Rigorous review of audit reports written by auditors on probationary certification status enables the AQI team to provide tailored written guidance and detailed one-on-one telephone or video conference interactions to support auditors' awareness of the requirements and expectations for both auditing and audit reporting. Probationary auditors are required to incorporate PRC's guidance into the particular audit reports submitted for probationary review and to integrate this guidance into their audit reporting as a matter of general practice. The AQI team regularly spot-checks the work

of auditors who have exited probation to ensure ongoing conformity with the audit reporting requirements and expectations. The team also uses its findings to refine and enhance the probationary review process and to update auditor training and continuing education needs.

Once an auditor has satisfactorily completed the FTP requirement, they enter into probationary certification status. Auditors on probationary status may contract for and conduct audits similarly to a fully

certified auditor. However, probationary auditors are required to submit drafts of their first two audit reports to the PRC for review and guidance before the reports are finalized and submitted to the audited facilities. In collaboration with PMO, members of the AQI team review each draft report and provide comprehensive guidance to the probationary auditor on the strengths of the draft and areas in need of improvement. The auditor then integrates this guidance into their reports to demonstrate the improvements, if any, necessary to meet a minimum threshold of reporting quality. Once the two probationary reviews are completed, PMO reviews an auditor's entire certification history and determines whether to grant the auditor full certification.

“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 and maintained.”

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tionary auditors and allocates significant human and technical resources to ensure that probationary status auditors’ skills and understanding of their obligations are appropriately developed and maintained.

- In 2016, the AQI team reviewed and provided guidance on 32 probationary reports, and 21 auditors completed their requirements and exited probationary status.
- In 2017, the AQI team reviewed 47 probationary reports submitted by 33 auditors, and 18 auditors exited probationary certification status.
- In the first half of 2018, the AQI team completed 12 probationary reviews, and were in progress on a further 11. This represented 20 auditors, four of whom exited probation. The AQI team anticipates that in 2018, there will be a slight increase over 2017 in the total number of probationary reports completed.

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 institution 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 program, QI, to offer the same guidance and interaction to non-probationary status auditors.

QI entails selection and review of an auditor's work by the AQI team, who provides detailed and personalized guidance to the auditors. The guidance may include formal written guidance, provision of useful resources, and one-on-one telephone or video conferences to discuss auditing and audit reporting requirements and expectations. The review process and interactions mirror the work done with probationary auditors, and as with probationers, the AQI team also routinely spot-checks subsequent audit reporting for those who participate in QI interactions, to assess whether an auditor has formalized the PRC's guidance as a matter of reporting practice.

In 2017, in conjunction with the final development and release of the PREA Auditor Handbook, the PRC and PMO took steps to assess the QI process and determine where efficiency could be improved and how auditor buy-in could be enhanced. The redesign was intended to ensure that the selection process would allow every active auditor the opportunity to participate in QI and have a chance to work with the PRC to understand their obligations, which include 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.

The QI redesign established a tiered system of outreach and interactions that respond to needs demonstrated by auditors in their reporting writing or through other sources. These tiers enable the AQI team to tailor interactions more thoughtfully and constructively, and, importantly, also allow the AQI team to identify high quality work and promote excellence where it appears. The redesign was a thoughtful and deliberate process, and its implementation will further the overall goal of providing useful and ongoing support to auditors. The AQI team dedicated a significant portion of 2018 to reviewing and implementing the redesign and evaluating the early outcomes the new process.

To date, the PRC has conducted more than 70 QI reviews. Building on the QI process and learning from prior QI interventions, the AQI team expects to accomplish an additional 10 to 12 QI contacts in the final months of 2018.



*PRC Co-Director **Michela Bowman** presenting at 2018 Auditor Training in Minneapolis, MN.*

Peer Review

In addition to managing probationary certification status and QI reviews, the AQI team also support PMO's oversight function by coordinating the development, implementation, and execution of a peer review program. The regular functioning of an effective peer review process will assure both rigorous scrutiny of reviewed work, and independence and objectivity in the audit oversight function.

To date, the PRC has helped PMO build a peer review function, recruit a cohort of highly talented auditors to serve as peer reviewers, pilot an early version of the process, and revise the program based on lessons learned from the pilot.

Data and Analytics: The Audit Function and Related Program Information

The PRC also supports PMO's efforts through the collection, maintenance, and analysis of audit data. In addition, the Data and Analytics team assist with data collection and analysis efforts related to other project initiatives, including: auditor training and performance, the certification process (including recertification and decertification work), delivery of training and technical assistance, and some grant-making activities.

This aspect of the PRC's work has been advanced by investments in technology that have significantly improved the ability to collect, manage, and analyze relevant information. One of these investments has been the Online Auditing System (OAS) (more below), which had exhibited exciting growth since it went live in 2016; Salesforce, a customer relations management database system, which allows the PRC to centralize information related to audits, auditors, and audited facilities, as well as technical assistance and other activities; the Absorb Learning Management System, which serves as the PRC's Training and Resource Portal; and several other systems and platforms.

These investments have been developed strategically to ensure that the PRC and PMO are able to track and count audits, keep up with auditor activity, and evaluate processes in order to feed back into training and other initiatives, such as resource development,



*The **audit team** with the Sedgwick County Juvenile Detention Facility leadership.*

THE PREA AUDIT

coaching, and other assistance to the field. These technologies and systems are a major improvement on the early days of collecting audit data through email, and we look forward to further growth and advances in our ways to know what's going on with PREA implementation and auditing, and develop targeted and helpful materials to further PREA compliance efforts throughout the nation and improve sexual safety in all confinement settings.

The first PREA audits were conducted in August 2013, and following this, the PRC and PMO determined that comprehensive knowledge of audit activity was important to promoting and improving PREA implementation and compliance, and to ensuring the integrity of the audit function itself. Accordingly, PMO instituted several mechanisms to track and monitor audit activity and allow for greater understanding of trends and needs in the field. The first of these mechanisms was audit reporting requirements—that is, the obligation for auditors to submit regular information about scheduled and completed audits, as well as detailed information about the conduct of those audits. The second mechanism was the requirement for auditors to submit their final audit reports to the PRC.

Together, these efforts created the groundwork for the PRC and PMO to advance understanding of the needs of both auditors and audited facilities and agencies, to evaluating patterns and trends, and using this knowledge to foster new education and training materials, develop useful and timely resources for the field, tailor outreach, coaching, and TTA to meet individual needs, to promote buy-in and understanding, and, importantly, to develop and promulgate the PREA Auditor Handbook. These efforts have substantially enhanced the statutory objective of PREA and as the PRC passes the halfway mark of the second year of the second audit cycle, there are strong indications that knowledge of the national PREA standards and obligations under them are increasing, and that PREA implementation and compliance are improving accordingly.



*Small group work led by **Jessa Wilcox (DOJ)** during Auditor Training in Minneapolis, MN.*

Online Audit System

The OAS went live in May 2016, and after a major push for awareness raising, user training, and building familiarity with the system, the first audits were initiated within the system the following month. Since then, the OAS has shown sustained growth as new users—including auditors, audited facilities, and agencies—realize the efficiencies it promotes, the security features it ensures, and the ease of use it offers. Approximately 10% of audits are conducted through the OAS, and the PRC an-

anticipates increases in those numbers in the coming months as new agencies and facilities make the decision to convert to the OAS and take advantage of the ways it enhances the audit experience and improves the allocation of resources necessary for conducting audits. These are especially important considerations where large agencies are concerned, but smaller agencies should not overlook the streamlining they can achieve through use of the OAS. To date, 112 auditors have used the OAS to start 333 audits, 200 of which have been completed—12 agency-level audits and 188 facility audits.

In addition to helping auditors, agencies, and facilities conduct efficient and comprehensive audits, the OAS allows the PRC to improve its recordkeeping on behalf of DOJ. The PRC works with its subcontractor, Abt Associates, to ensure that the system is functioning well and to make any necessary edits to the text or functionality of the system as users provide feedback. Abt Associates 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 and the PRC will continue to work with Abt to maintain and improve this valuable tool.

More information about the OAS can be found at www.prearesourcecenter.org/audit/online-audit-system. The page describes the difference between the facility-level audit and the agency-level audit (a time- and resource-saving feature that is only available through the OAS); houses user manuals for agencies and facilities as well as for auditors; explains common terms; provides contact information for technical support; and links to an OAS Audit Initiation form.

“Approximately 10% of audits are conducted through the OAS, and the PRC anticipates increases in those numbers in the coming months as new agencies and facilities make the decision to convert to the OAS and take advantage of the ways it enhances the audit experience and improves the allocation of resources necessary to the conduct of audits. These are especially important considerations where large agencies are concerned, but smaller agencies should not overlook the streamlining they can achieve through use of the OAS.”

Audit Instrument Revisions

In addition to the OAS, “paper” audit instruments are also available from the PRC. The PRC invests significant time and resources to updating the instruments on an ongoing basis. The reporting templates have been through a number of updates in the past 12-18 months. Those updates were written in response to information obtained from auditors who provided feedback on improvements and other necessary changes, and also in response to the PRC’s experience beta-testing the instruments and using them in the Field Training Program. The PRC is grateful to the sharp-eyed auditors whose input helps make the paper instruments better.

The PRC is also revising the interview protocols that are a major component of both the OAS and the paper instruments. These comprehensive revisions are a result of the clarifications around the audit methodology articulated in the PREA Auditor Handbook and will significantly improve the interview process for all auditors when completed. Some of the updates are formatting or other technical changes, but the majority of revisions are a result of the clarifications around the audit methodology articulated in the PREA Auditor Handbook.

In addition to the changes to the audit interview protocols, PRC is also working on revisions to the Auditor Compliance Tool and the Pre-Audit Questionnaire and anticipates that all revised tools will be available in early 2019.

Auditor Feedback

As with any complex system of compliance, the PREA audit function faces a number of challenges, including errors and other problems that arise from auditor performance. In order to provide a means for individuals with an interest in or concern about auditor performance and audit outcomes to report those concerns, the PRC and PMO instituted the Auditor Feedback Form. The form, available at www.prearesourcecenter.org/audit/auditor-feedback-form, is designed to encourage stakeholders to submit actionable information that PMO and the PRC can use to guide ongoing efforts to support and enhance the audit function, improve auditor training, and promote the quality and integrity of audits.

TRAINING AND TECHNICAL ASSISTANCE

Training and Technical Assistance

In the six years since the DOJ published the national PREA standards, tremendous progress has been made toward improving the delivery and capacity of educational resources. The PRC plays a critical role in this process through the provision of training and technical assistance (TTA) related to PREA implementation. The PRC and its partners have focused significant effort over the past year on producing resources that address specific challenges agencies currently face, as well as targeting outreach and support to local jail, juvenile, police, and community confinement agencies. Through funding and collaboration with corrections professional associations, a broader range of stakeholders, and by expanding its cadre of expert consultants around the country, the PRC continues to build capacity and extend its reach so that its resources find a broader audience and more agencies receive the assistance they need.

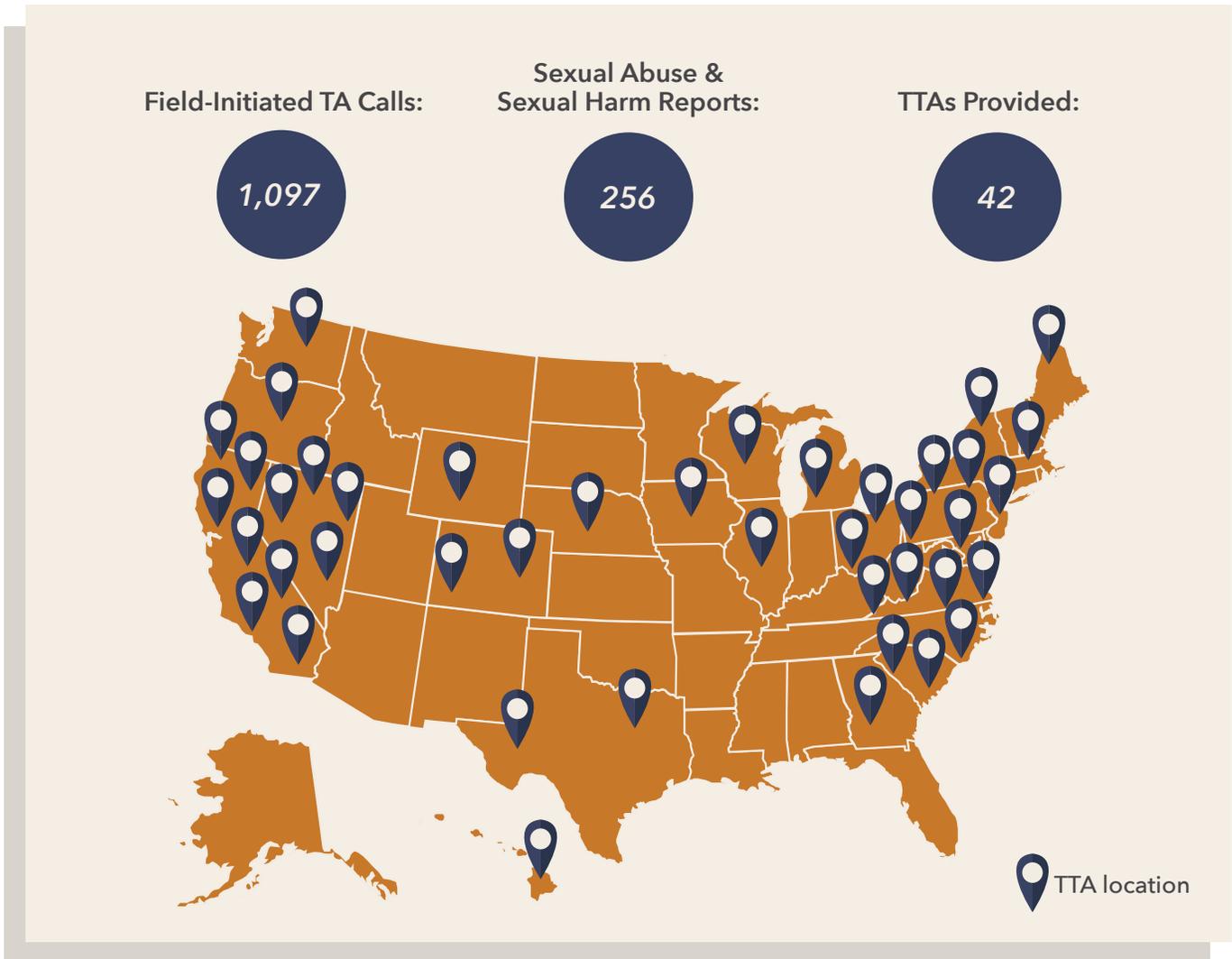
Field-Initiated Training and Technical Assistance

The PRC continues to receive daily requests for TTA related to PREA implementation from prisons, jails, juvenile agencies, community confinement agencies, law enforcement, professional associations, and regional and national organizations. PRC staff determine whether the requestor's needs can be met via telephone consultations with the PRC staff or whether further assistance by a technical assistance provider is required. This past year, the PRC contracted with 17 TTA consultants and four provider organizations, including providers who have worked with the PRC for years and those who have joined recently as a result of the PRC's capacity-building efforts. In September of 2018, the PRC added five additional TTA consultants who will be available to respond to field-initiated requests for assistance through December 2019. (See the appendix for a list of the PRC's TTA consultants and provider organizations.)

From October 2017 to September 2018, the PRC received 1,097 contacts, questions, and requests for assistance. TTA services include policy review and in-depth review of risk screening instruments and policies. The PRC also provides onsite implementation training and assistance on specialized investigations, trauma-informed training for staff and advocates, and training for law enforcement leaders on PREA. The PRC also receives requests to make conference and webinar presentations and to assist professional associations and other national organizations with PREA-related efforts.

“The PRC and its partners have focused significant effort over the past year on producing resources that address specific challenges agencies currently face, as well as targeting outreach and support to local jail, juvenile, police, and community confinement agencies.”

National PREA Resource Center Field-Initiated Training and Technical Assistance



Targeted Training and Technical Assistance

Working with its partners and contractors, the PRC continues to produce *targeted* TTA resources that address agencies' ongoing PREA implementation needs and supplement current materials. Partners, such as American University's Project on Addressing Prison Rape, Just Detention International (JDI), The Moss Group, and the Vera Institute of Justice, have taken on specific projects in the past year that will contribute significantly to the PRC's efforts to fill gaps in existing resources.

American University continues to provide the PRC with a survey and analysis of the PREA legal landscape, tracking litigation around the country that raises the national PREA standards in the pleadings or decision. The university also completed a 50-state survey to gather information on policies related to the housing of LGBTI people in various confinement settings. Finally, the university will

publish two documents—with the support of the PRC and PMO—related to the safe housing of youthful inmates, and an array of issues related to the limits on cross-gender supervision established by the PREA standards. These publications will provide valuable guidance in areas of very specific and ongoing concern to the field.

JDI recently completed a project this year that it had begun in early 2017 aimed at promoting correctional culture change. JDI has created videos that highlight a diverse set of PREA champions—former inmates and correctional staff—to document the positive impact PREA has had on the safety and culture of the institutions in which they have lived and worked. The videos were created 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 early spring 2019.

The Moss Group is in the final stages of developing a scenario-based training package built on input from correctional leaders and subject matter experts. The resource focuses on PREA-related 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 groups of staff, such as mid-level supervisors.

The Vera Institute of Justice has continued to provide assistance with the development of targeted resources in their areas of specialty, including a Standards in Focus document for standard 115.16 Inmates with disabilities and inmates who are limited English proficient, and an associated webinar presentation of the same standard. Vera staff also assist the PRC's Audit Quality and Integrity team with reviews of audit reports.

PRC staff have continued to produce new briefs in the Standards in Focus resource series. Each brief 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 and advice on how to overcome them.
- What to expect from an audit of the standard.
- Further resources and any DOJ guidance for that specific standard.

The PRC hopes to release a brief for each of the PREA standards by December 2019 and has published 10 of these documents in the past year, bringing the number of Standards in Focus briefs completed to date to 16.

In addition, the PRC has delivered three webinars, with a total of 1,182 registrants, to cover the content of crucial standards, following the format of the Standards in Focus documents, with the intention of producing a webinar for each PREA standard once the series is complete. These briefs and webinars have received positive feedback from agency PREA coordinators and facility compliance managers who tell the PRC that they are using these resources both as guidance and as training tools with their staff.

Advanced Technical Assistance and Mini-Grant Opportunities

The PRC received six applications to provide advanced technical assistance to address intractable problems and issues that agencies face in sustaining robust sexually safe cultures and compliance with the national PREA standards. The PRC funded two of these projects, both run by JDI and listed below.

Just Detention International & Wyoming Department of Corrections

JDI will work with the Wyoming Department of Corrections to increase sexual safety in facilities through advanced leadership development and enhanced community partnerships, with an emphasis on addressing the challenges faced by rural agencies. The Wyoming Coalition Against Domestic Violence and Sexual Assault will be a key partner on this project, helping JDI to mobilize community sexual assault programs to become more active partners with their local prisons, and planning and facilitating training for the department that builds staff's leadership and commitment in addressing sexual abuse.

Just Detention International & Delaware Department of Corrections

JDI will work with the Delaware Department of Correction and the Delaware Department of Services for Children, Youth and their Families, Division of Youth Rehabilitative Services to implement an advanced culture change initiative aimed at deepening each department's efforts to prevent sexual abuse. In particular, the partners will focus on building a reporting culture through improved communication in adult and youth facilities, and increase staff's ability and willingness to be proactive in preventing and responding to sexual abuse.

The PRC funded two new mini-grants this past year, following a request for proposals in spring 2017. These mini-grants are in addition to the previous grants issued pursuant to this funding opportuni-

ty, and are specifically intended to address PREA implementation needs and challenges that have been articulated to the PRC and the PMO. One grant is allowing the National Center for Lesbian Rights (NCLR) to develop a model policy for transgender youth in juvenile detention facilities. Witness to Mass Incarceration (WMI) received the second grant and will run focus groups and solicit feedback on the PRC's training curricula to ensure that the trainings appropriately address the concerns of formerly incarcerated survivors of sexual abuse.



Evie Litwok, Executive Director of Witness to Mass Incarceration speaking in Austin, TX.

The PRC designed the mini-grant program to streamline the application process and support PREA implementation resources and convenings that might typically be too small to qualify for funding under larger DOJ PREA grant programs. The PRC's mini-grant projects appear below.

Witness to Mass Incarceration

WMI has two goals for this project, 1) to improve quality of audits through filling in gaps in auditors' understanding of corrections culture and 2) fill gaps in understanding of the long-term effects of sexual abuse in prison. WMI will accomplish these goals by convening a Witness Network of ten diverse formerly incarcerated LGBTI organizers to educate them about PREA. The Witness Network will identify and share strategies to improve interview techniques for PREA auditors interviewing incarcerated individuals.

National Center for Lesbian Rights

NCLR, in partnership with the Center for Children's Law and Policy, will work with system stakeholders to develop and disseminate a model policy for serving transgender, gender nonconforming, and intersex (TGNCI) youth in juvenile facilities. The model policy will meet a growing demand for professional guidance on how to serve TGNCI youth in secure juvenile facilities. Although the total numbers of these youth are relatively small, they are overrepresented in secure settings and at elevated risk for sexual assault and other mistreatment.²

² Angela Irvine & Aisha Canfield, *The Overrepresentation of Lesbian, Gay, Bisexual, Questioning, Gender Nonconforming and Transgender Youth Within the Child Welfare to Juvenile Justice Crossover Population*, 24 *J. Gender Soc. Pol'y & L.* 243, 248 (2016). See also Bianca D. M. Wilson et al., *Disproportionality and Disparities among Sexual Minority Youth in Custody*, 46 *J. Youth Adolescence* 1547 (2017) (LGBTQ and particularly LGBTQ youth of color are overrepresented in the juvenile justice system).

Conference Presentations

Every year, the PRC is asked to make and deliver presentations at conferences or seeks opportunities to capitalize on national professional conferences to continue to provide implementation guidance to the field, to address critical issues that persist or arise, to provide guidance for agencies seeking audits about what to expect from an auditor and in the audit process, and to keep the field abreast of developments at the national level in the world of PREA implementation.

This past year, the PRC was able to speak to new audiences at the International Community Corrections Association, the Southern States Correctional Association Conference, and the National Association for Civilian Oversight of Law Enforcement, where the PRC was able to provide a new professional opportunity for DOJ certified PREA auditors. A full list of the PRC’s conference presentations is below.

National PREA Resource Center Conference Presentations and Key Meetings

Conference Name	Month and Location
International Community Corrections Association’s 25th Annual International Research Conference	October 2017 - Seattle, WA
American Correctional Association’s 2018 Winter Conference	January 2018 - Orlando, FL
American Jail Association’s 37th Annual Conference and Jail Expo	April 2018 - Sacramento, CA
Correctional Accreditation Managers Association’s Annual Training Conference	May 2018 - Louisville, KY
Southern States Correctional Association’s Annual Summer Training Conference	July 2018 - Baton Rouge, LA
American Correctional Association’s 148th Congress of Correction	August 2018 - Minneapolis, MN
G.W. Medical School Symposium: Improving the Care and Management of Incarcerated Transgender Patients	August 2018 - Washington, DC
National Association for Civilian Oversight of Law Enforcement	September 2018 - St. Petersburg, FL

TRAINING AND TECHNICAL ASSISTANCE

Coaching Bureau of Justice Assistance Grantees

The PRC provides coaching assistance to BJA grantees who have received funding to support PREA implementation efforts in state and local agencies around the country. Over the past year, the PRC has continued to coach 24 grant sites, and five sites have closed this year. The following table lists all active grant sites:

National PREA Resource Center Active BJA Grantees

Fiscal Year (FY)	Name of Agency/Grantee	Federal Amount Awarded	PRC Coach
FY 2012	New York State Office of Children and Family Services, New York Administration for Children's Services	\$492,309	Talia Huff
FY 2013	Indiana Department of Correction	\$250,000	Talia Huff
FY 2013	County of Los Angeles	\$245,380	Dave Gaspar
FY 2014	Broward County Sheriff's Office	\$250,000	Peg Ritchie
FY 2014	Iowa Department of Corrections	\$166,416	Talia Huff
FY 2014	Kentucky Justice and Public Safety Cabinet	\$500,000	Peg Ritchie
FY 2014	Maricopa County Sheriff's Office	\$419,170	Dave Gaspar
FY 2014	Maryland Department of Juvenile Services	\$310,186	Dave Gaspar
FY 2014	Montana Department of Corrections	\$483,797	Talia Huff
FY 2014	Wisconsin Department of Corrections	\$495,997	Peg Ritchie
FY 2015	Alabama Department of Corrections	\$468,754	Talia Huff
FY 2015	Bexar County Commissioners Court	\$250,000	Dave Gaspar
FY 2015	Cuyahoga County	\$500,000	Dave Gaspar
FY 2015	DeKalb County	\$150,000	Dave Gaspar
FY 2015	Georgia Department of Corrections	\$500,000	Talia Huff
FY 2015	Indiana Department of Corrections	\$180,025	Charles Kehoe
FY 2015	New Mexico Department of Public Safety	\$500,000	Talia Huff
FY 2015	New York City Department of Correction	\$493,280	Talia Huff
FY 2015	New York State Department of Corrections and Community Supervision	\$500,000	Talia Huff
FY 2015	Rosebud Sioux Tribe	\$249,963	Beth Layman
FY 2015	County of Sacramento Department of Corrections	\$500,000	Peg Ritchie
FY 2015	South Carolina Department of Corrections	\$498,545	Talia Huff
FY 2015	Nevada Department of Health and Human Services	\$177,174	Charles Kehoe
FY 2015	Texas Department of Criminal Justice	\$437,663	Talia Huff

A number of these sites have made notable progress:

The South Carolina Department of Corrections has implemented innovative measures to enhance inmate education and PREA awareness and knowledge, including cartoons created by inmates, Inmate Representative Committees, and roll-call refreshers for staff.

The **Indiana Department of Corrections** recently initiated an investigator training in collaboration with The Moss Group and transformed the training into a more ambitious project by reviewing staff investigators' case files and providing feedback, noting trends, and incorporating those observations into the training. The Moss Group will review case files after the training to measure improvement.

The **Kentucky Justice and Public Safety Cabinet** has pursued collaboration between state agencies and local rape crisis centers. Their research demonstrates that a trauma-informed yoga program has reduced incident reports and the use of restraints and isolation in their eight juvenile facilities.

Support of the DOJ PREA Working Group

The PRC continues to collect 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. The working group considers each of these questions and provides interpretive guidance that is posted on the PRC's Frequently Asked Questions webpage at <https://www.prearesourcecenter.org/frequently-asked-questions>.

The working group has done tremendous work in the years since the standards were released and as a result, the number of new interpretive questions that arise has significantly reduced. Agencies, facilities, and auditors would not be able to apply the standards without this critical guidance from the group. Some of the guidance provided in the past year included clarification on previous guidance after circumstances at particular facilities raised new questions. Although the number of questions received has shrunk considerably, the PRC continues to learn of instances that require clarification as auditors and agencies work to implement the standards in prisons, jails, juvenile facilities, community confinement facilities, and police lockups nationwide.

“Although the number of questions received has shrunk considerably, the PRC continues to learn of instances that require clarification as auditors and agencies work to implement the standards in prisons, jails, juvenile facilities, community confinement facilities, and police lockups nationwide.”

COMMUNICATIONS

Communications

The PRC continues to communicate with critical juvenile and adult corrections, law enforcement, and victim advocacy stakeholders through e-blasts, webinars, conference presentations, and its website. The PRC sends regular email notifications to auditors advising them of training opportunities, DOJ guidance regarding standards interpretation, available resources, and reporting requirements. This past year, the PRC rebranded its communications materials to ensure clarity and effectiveness, and to increase readership.



*Council of Juvenile Correctional Administrators,
PREA Juvenile Justice Leadership Institute*

Website

The PRC website is the gateway to all of the PRC's resources. The online library offers training curricula, tools, webinars, and research to help agencies as they work to create sexual safety within their institutions. The website also provides information about TTA funding opportunities and allows agencies to request TTA assistance through the "Contact Us" and "Request Assistance" functions. Users can also access an extensive archive of topical webinars and information about upcoming webinars.

The website also contains information regarding PREA audits, including a 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 of the national PREA standards, which can be found on the site's Frequently Asked Questions page. This past year, users initiated more than 200,000 sessions on the PRC website.

PRC Newsletter and E-blasts

The PRC has disseminated 12 newsletters and six topic-specific e-blasts to its mailing lists in fiscal year 2018. Each newsletter and e-blast was sent out to more than 13,300 subscribers, ensuring that thousands of agencies around the country received necessary information to facilitate their work. The PRC also communicates regularly with all PREA-certified auditors. In fiscal year 2018, the PRC dispersed 14 auditor newsletters, including eight special announcements.

LOOKING AHEAD

Implementation Training

This year, the PRC will develop a new curriculum to be delivered in a 40-hour, in-person training event in June 2019 in collaboration with the American Jail Association. Titled “PREA Implementation and Audit Readiness,” it will build on a similar implementation training that PRC staff delivered last year in Phoenix, AZ, and be tailored for jail professionals. PRC staff will provide the same rigorous and comprehensive training, which in the past has only been available to individuals seeking auditor certification, to a wider audience of people who work to implement the PREA standards in jails but are not interested in becoming auditors.

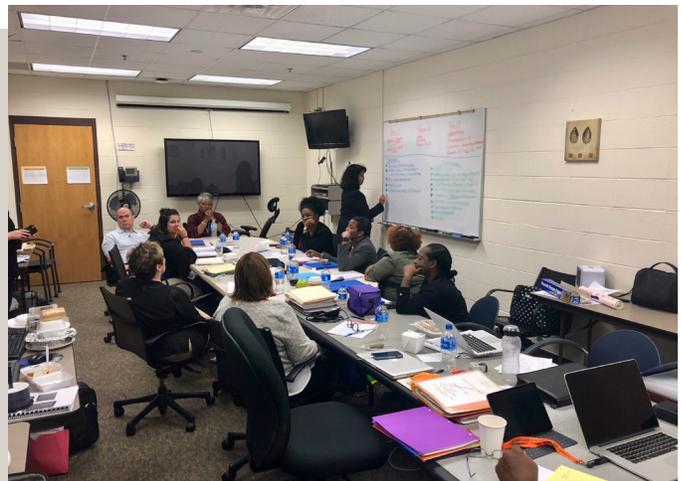
The faculty will consist of PRC staff and partners along with DOJ personnel, all of whom have extensive experience delivering PREA training and assisting with PREA implementation on the ground. The training will include an in-depth, standard-by-standard look at implementation challenges and provide attendees with opportunities to share problems and solutions.

“ PRC staff will provide the same rigorous and comprehensive training, which in the past has only been available to individuals seeking auditor certification, to a wider audience of people who work to implement the PREA standards in jails but are not interested in becoming auditors.”

Field Training Program

To ensure that every auditor candidate from the auditor training class of 2018 has an opportunity to attend a required FTP training audit, the PRC will facilitate eight FTP training audits to be completed by March 2019. The PRC will take the program to diverse agencies around the country, providing a first-rate training opportunity to auditor candidates. Each host facility will also receive a thorough assessment of its PREA compliance and TTA services, as appropriate.

In August and September 2019, the PRC will offer two FTP training audits to currently certified auditors, a continuing education



The audit team—Field Trainings Auditors, faculty, and Auditor Trainees—at the Field Training Program training audit in the Racine

opportunity that has not been available to certified auditors since early 2017. The PRC will begin accepting applications for host facilities and certified auditor trainees in late 2018.

Peer Review

Peer review is an important tool in the audit quality and integrity toolkit. It allows knowledgeable individuals to peer “under the hood” of any given audit, and make informed determinations about an auditor’s understanding and application of the national 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 judgements regarding another auditor’s findings and determinations. The PRC has supported PMO in its effort to design and implement a sustainable, built-for-purpose 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 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 PRC was able to consolidate and implement a functional and sustainable process that achieves designated objectives and provides crucial data to PMO.

“In August and September 2019, the PRC will offer two FTP training audits to currently certified auditors, a continuing education opportunity that has not been available to certified auditors since early 2017. The PRC will begin accepting applications for host facilities and certified auditor trainees in late 2018.”

Going forward, the PRC will support PMO in instituting and coordinating 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 established a tentative peer review schedule.

Audit Shadow: Beta Testing the PREA Audit Methodology

Following the successful beta test of the audit instruments in March 2017, and DOJ’s release of the PREA Auditor Handbook in August 2017, PRC staff, in collaboration with PMO, began planning for a further test of the PREA audit methodology. The Handbook prescribes a rigorous set of steps required for a proper audit, and a test of these steps is an important part of enhancing the quality and

integrity of the PREA audit function. This test, referred to as the “audit shadow,” will consist of a PRC staff member shadowing another auditor during an actual compliance audit, to determine the time required of a single auditor as well as the resources needed to fully execute the audit methodology prescribed by the Handbook. The objective is for the PRC to observe the conduct of the audit in order to see and document the time and resources necessitated by the methodology.



Tom Talbot (DOJ) presenting at the PREA Auditor Refresher Training during the summer ACA conference in Minneapolis, MN.

Whereas the beta test was conducted during a mock audit in March 2017 by a full team of PRC and DOJ auditors and faculty, the audit shadow will test the methodology in the real-world conditions of a formal compliance audit with minimal intervention by the observer. The PRC developed the audit methodology over a number of years in conversation with many auditors, stakeholders, federal partners, and representatives from the advocacy community. It formalizes and memorializes in precise terms the expectations that have grounded auditor training from the beginning, and after nearly a year of increasing familiarity with the Handbook and audit requirements, the time is ripe to determine the feasibility of the audit methodology as it is currently written.

The lessons learned from the audit shadow will inform a number of important areas: ongoing revisions to the audit instruments, auditor training, resource development for auditors and the field, and revisions to the Handbook, if necessary. The PRC conducted outreach with a targeted group of experienced, DOJ-certified auditors to solicit interest and availability and is currently in negotiations with interested auditors and a number of facilities preparing for audits.

Culture Change

The PRC will be making a larger investment to support in-depth institutional culture change with agencies ready to move beyond initial implementation. The PRC will begin by conducting a literature review to ensure that those engaged in the work have access to a synthesis and analysis of the best research and an understanding of how institutional culture change is achieved. The PRC will then convene a working group of culture change experts to create a plan for an approach and set of resources to use to assist agencies. Finally, the PRC will run a pilot partnership with a jurisdiction to test the approach and resources developed. This kind of engagement could include training for staff that pulls on the victims’ services field to build knowledge about trauma and how to provide trauma-informed care. It could also be an opportunity to pilot a sophisticated and sensitive risk screening

instrument that is currently under development by the PRC and would be coupled by training for screeners at the pilot agency.

PREA Academy

In the coming year, the PRC will focus on the development of a blended-learning PREA course for PREA coordinators, compliance managers, and others integral to the implementation of the PREA standards. This course will include e-learning modules, webinars, remote office-hours/e-chats, videos, reading materials, individualized coaching, and peer sharing, and will also provide guidance to the field in their use of the PRC's existing resources.

The PRC has provided in-depth auditing and implementation training to corrections and law enforcement, particularly to PREA coordinators and PREA compliance managers, for years through week-long in-person trainings. However, by creating a blended learning course that can be accessed remotely but one which includes individualized feedback and allows for live Q&A, the PRC anticipates reaching a broader group of not only state PREA coordinators, but those from jails, smaller juvenile facilities, community confinement facilities, and lockups. The course will also allow the PRC to reach victim service providers, investigators, and others who are integral to the effective implementation of the national PREA standards.

“The PRC will be making a larger investment to support in-depth institutional culture change with agencies ready to move beyond initial implementation.”

CONCLUSION

The PRC's capacity continues to grow under the stewardship of PMO. This past year has seen the realization of many goals that were set in the past but the PRC and the field have only now become ready to see them achieved. The PRC's mini-grant program, advanced technical assistance initiative, the roll-out of the Standards in Focus series, and advanced planning for the PREA Academy, are all investments that were made this year in fidelity to the PREA standards and its goals—prevention, detection, and response to sexual abuse in confinement—and also the long-term sustainability of the progress that has already been made.



PRC staff and auditor trainees at the Baker County Detention Center FTP in Macclenny, FL in February, 2018.

The PRC's AQI team has worked closely with PMO to refine data collected from auditors and feedback provided in the year since the Auditor Handbook was released. PRC staff are working across teams to ensure that (1) the AQI team supports auditors through the FTP, (2) what is learned during the FTP informs not only ongoing AQI work, but also training and continuing education of auditors, and (3) all of the work of the AQI, auditor training, and FTP teams feeds directly into the training and technical assistance provided to the field.

The PRC is proud of its accomplishments this year, grateful for the ongoing support and guidance provided by PMO, and looks forward to further progress in the work to end sexual abuse in confinement, and to support DOJ's priorities related to reducing crime, enhancing law enforcement officer safety, and providing vital services to crime victims.

APPENDIX A

PRC Field-Initiated Training and Technical Assistance Consultants

Field-Initiated TTA Consultants

Ana Aguirre
Melinda Allen
John Barkley
Bernadette Brown
Aisha Canfield
Isaiah Dennard
Dave Gaspar
Cari Gerlicher
Bryan Henson
Dianna Kucera
Desiree Magsombol
Charlotte Owens
Peg Ritchie
Mykel Selph
Jeffrey Shorba
Debra Wienand
Jerome Williams

Funded Partnerships

Funded Partnerships

Abt Associates
American Correctional Association (ACA)
American Jail Association (AJA)
American University's Project on
Addressing Prison Rape (AU)
Beth Layman, Price Layman, Inc.
Chuck Kehoe, Kehoe Correctional Consulting, LLC
Just Detention International (JDI)
The Moss Group (TMG)
Vera Institute of Justice