

National Prison Rape Elimination Act Resource Center Annual Report 2012–2013

July 2013



NATIONAL PREA RESOURCE CENTER



PREA Resource Center 2012–2013 at a Glance

Reach

Participants from all 50
states and Canada

99,000 PRC website views

Training and TA

348 field-initiated requests

358 agencies received training

37 webinars



Grant Management

43 PRC grantees received a
total of nearly \$5 million

Provided coaching to 30 BJA
PREA grantees

Release of Audit Instrument

The Audit Instrument for
PREA Standards for prisons
and jails released on
May 3, 2013



Table of Contents

Introduction and Report Summary	1
Activity Overview	2
Communications	7
Audit	8
Conclusion/Future Offerings	9
PRC Work Groups	10
PRC Grant Award List	11

Acknowledgments

This report was written by Tara Graham, Senior Program Specialist with the National Council on Crime and Delinquency (NCCD). The PREA Resource Center, a project run through a cooperative agreement between the Bureau of Justice Assistance and NCCD, is working to address sexual safety in confinement and to assist state and local jurisdictions with implementation of the Department of Justice national PREA standards.

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Introduction and Report Summary



The release of the US Attorney General's *National Standards to Prevent, Detect, and Respond to Prison Rape* on May 16, 2012, initiated a tremendous level of activity from the National PREA Resource Center (PRC) to assist those responsible for state and local adult prisons and jails, juvenile facilities, community corrections, lockups, tribal organizations, and inmates and their families in their efforts to eliminate sexual abuse in confinement.

This report summarizes the PRC's work in the last year as a central repository for the best research in the field on trends, prevention, response strategies, and best practices in corrections. It also provides detail on training and technical assistance (TTA) to help the corrections field implement the Department of Justice's (Department) national Prison Rape Elimination Act (PREA) standards.

Poised to deliver resources to the field upon release of the final standards, the PRC has been entrenched in providing assistance to the field, meeting urgent needs, and increasing attention to the standards since May 2012. TTA efforts have included more than 348 field-initiated requests; 37 webinars; and 21 regional training events with participants from all 50 US states, the District of Columbia, and Canada. The

field has vigorously reached out to the PRC for assistance, as demonstrated by the thousands of questions received and the more than 99,000 website views.

In addition to delivering TTA to the field, the PRC serves as a hub for resources and communication around the standards. PRC staff regularly update the PRC library, continuously increasing the wealth of available resources. The PRC's e-newsletters and event blasts have kept the field abreast of PRC activities and opportunities, while engaging a Communications Advisory Group (CAG) has kept the PRC knowledgeable about the field's ongoing needs.

Additional outreach includes managing the \$5 million in grants that PRC awarded to 43 recipients. The PRC also provides coaching to 30 BJA PREA grantees.

The year's activity culminated with the release of the audit instrument in preparation for the commencement of the first audit cycle. The PRC's efforts related to the audit have included four regional trainings to orient the field to the instrument, development of the auditor training curriculum, and training of the first cadre of certified PREA auditors.

Activity Overview

Targeted Training and Technical Assistance

The PRC's targeted TTA strategy is intended to make resources available to the widest possible audience nationwide. To that end, the PRC has implemented an assessment process to identify the priority TTA topics shared by all types of confinement facilities across the country. This ongoing needs-assessment process involves compiling and reviewing a variety of PREA-related information sources including reports, articles, recommendations from experienced TTA providers, and surveys of the members of professional corrections organizations. Using the results of this process, the PRC develops and delivers TTA programs and services to address these needs.

Toolkits

The PRC receives frequent inquiries from jurisdictions concerned with whether or not they are in compliance with PREA and what work still needs to be done. Through a webinar and frequent referrals, the PRC has promoted the two e-toolkits developed by the National Institute of Corrections. These e-toolkits walk users step-by-step through the standards so they can self-assess their facility against every sub-section of each standard. This self-assessment is often a facility's first introduction to the standards. It provides a concrete comparison of current policies and practices to the PREA standards requirements. After completing the e-toolkit, the user receives an "action plan" that lists areas of non-compliance for strategic-planning purposes.

Webinars

Immediately following the release of the final PREA standards, the PRC briefed the field through a series of webinars specific to each set

of standards. In collaboration with PRC partner organizations, the PRC has in total offered 37 webinars. Topics include audit instrument; legal liability; victim services; the role of victim advocates; inmate education; lesbian, gay, bisexual, transgender, and intersex (LGBTI) adults and youth; PREA toolkits; gender-responsive strategies; role of prosecutors; pretrial motions; and offender-focused trial strategies. Corrections professionals have been the primary audience for the webinars, but allied professionals are encouraged to attend.

While most of the webinars have focused on a particular aspect of the standards, the *PREA in Action* webinar series provides real-world examples of PREA implementation for policy makers, advisors, and practitioners. The goal is to share information and demonstrate examples of implementation strategies, approaches to challenges, and lessons learned. To date, there have been six installations of the series.

Each webinar is archived on the PRC website, and the PRC has the ability to document the number of times each archive is viewed. The webinars have garnered nearly 10,000 participants during the live broadcasts, with more than 5,100 views of archived files. The most popular webinars to date have been the live broadcasts of the *Introduction to the PREA Audit Instrument*, with 756 participants; *Legal Liability*, with 757 participants; and the archive of the *PREA in Action* webinar profiling the Oregon Department of Corrections, with more than 770 views.

PREA in Action **Webinar Topics**

- PREA Readiness: Prisons (Oregon Department of Corrections)
- PREA Readiness: Jails (Arlington County Jail, Virginia)
- Embracing the Standards: Youth Corrections (Colorado Department of Human Services, Division of Youth Corrections)
- Embracing the Standards: Community Corrections (Alvis House, Ohio)
- Implementing the Youthful Inmate Standard Part 1: Lessons From the County and State Level in Oregon (Oregon Youth Authority and Multnomah County Department of Community Justice)
- Implementing the Youthful Inmate Standard Part 2: Spotlight on

Regional Trainings

In an effort to provide in-person training, the PRC and its partners have offered 21 regional trainings in locations across the country. These events have allowed agency teams to work with PREA experts to advance their implementation efforts. To date, all 50 states, plus the District of Columbia, and 358 agencies have participated in a regional training; 89 agencies have attended multiple trainings.

The goal of the *Investigations Training for Trainers* (TFT) was to train people in delivering a PREA investigations curriculum, which is especially important as investigations help is a frequent field-initiated request. The PRC is

committed to increasing the capacity in the field to deliver trainings to help meet the field's expressed needs.

Two trainings targeted tribal detention facilities with an introduction to PREA. Though the event was marketed primarily to tribal detention staff, participants at the first training represented a diverse group of community agencies and roles: adult and juvenile detention, tribal police, tribal court staff, judges, victim advocates, citizen review boards, and tribal council. The second training was much smaller, allowing participants ample time to share their experiences and ideas throughout the training program. These participants were all detention officers representing a variety of facilities/communities; the exchange of information and ideas among the participants was particularly meaningful to participants and trainers alike. Based on continuing need, the PRC will host a third training for tribal communities.

Regional Training Topics

- Inmate Education
- Human Resources and Legal Liability
- Victim Services
- Gender-Responsive Strategies
- Audit Instrument
- Investigations
- Investigations TFT
- Impact of PREA in Tribal Detention Facilities
- Specialized Training: Medical and Mental Health Care

In May 2013, the PRC hosted four regional training events in cities across the United States with up to 100 participants each, focusing on the recently released audit instrument and the audit process generally. These events were well-received, with participants eager to learn more about the audit process and the various documents that comprise the audit instrument. The PRC used questions from these events to inform the development of the audit instrument webinar as well as necessary information regarding the audit process to share with the field.

Juvenile PREA Coordinator Conference

In June 2012, the PRC sponsored a conference for the juvenile PREA coordinators in each state. This event mirrored a previous BJA event hosted for adult PREA coordinators. The conference provided a forum to walk through each of the juvenile PREA standards, answer questions, highlight promising practices, and network across jurisdictions. Each juvenile PREA coordinator was asked to commit to steps he or she would take back to his or her jurisdiction to propel implementation of the standards. To facilitate ongoing direct TTA and peer information sharing with this highly invested group, the PRC created and maintains a listserv for state and local juvenile PREA coordinators. The PRC also maintains an active listserv of state PREA coordinators, largely focused on adult prisons.

Field-Initiated Training and Technical Assistance

The PRC encourages jurisdictions to request assistance using a website request form. The PRC triages each request to determine if it can be addressed with a simple phone call or email exchange, or if the request necessitates ongoing and/or onsite assistance using a TTA provider for remediation or formal presentation. The request for assistance has been tremendous,

Field-Initiated Requests

By Geographic Region:

- South – 125
- West – 88
- Midwest – 71
- Northeast – 59
- Unknown – 5

By Agency Type:

- Jail/Sheriff – 135
- Associations/Academies/
Coalitions/National Networks – 58
- Adult Prison – 49
- Juvenile Detention – 40
- Community Corrections – 21
- Police – 19
- Private For-Profit/Nonprofit – 19
- Other – 7

Types of Activities:

- General Information – 164
- Training/Onsite Consultation – 109
- Conference/Association
Presentation – 41
- Policy Reviews – 26
- Unknown/Other – 8

with more than 348 requests. The three top requests for assistance have focused on standards implementation (71 requests), policy assessments (47 requests), and investigator training (29 requests).

Questions From the Field

The PRC has received thousands of questions since the release of the final standards. These have been received as direct communication

Standards Receiving Five or More Inquiries (listed in order of frequency)

- 115.5 – Definitions
- 115.93 – Audits of standards
- 115.14 – Youthful inmates
- 115.401 – Frequency and scope of audits
- 115.501 – State determination and certification of full compliance
- 115.402 – Auditor qualifications
- 115.15 – Limits to cross-gender viewing and searches
- 115.11 – Zero tolerance of sexual abuse and harassment; PREA coordinator
- 115.17 – Hiring and promotion

with the PRC; through PRC provider-facilitated listservs for designated PREA coordinators; and from participants at regional trainings, webinars, and PRC presentations.

The PRC works diligently to provide timely responses to questions. When necessary, PRC staff liaise with the Department for interpretive guidance on the standards. This engagement with the field has fostered ongoing relationships with jurisdictions that continue to reach out to the PRC for assistance.

The PRC is committed to documenting and analyzing questions received to ascertain the ongoing needs of the field and shape future PRC offerings. The questions fall into one of two categories: operations and interpretation. Operation questions address how to put a

standard into action at a specific setting, while interpretation questions are attempts to better understand the intent of a standard, including setting applicability. The analysis is also used to develop frequently asked questions that have been answered by the Department and posted to a dedicated page on the PRC website.

Grant Program

On April 1, 2013, the PRC announced 43 awards totaling nearly \$5 million in funds to support efforts for one year to establish zero-tolerance cultures for sexual abuse within those facilities. More than 100 agencies applied for a funding request of over \$10 million. The grant program specifically targeted locally operated adult jails, juvenile detention facilities, lockups, and community confinement facilities; collaborative applications for up to three facilities were encouraged. The PRC will provide support to grantees through topical webinars and through feedback based on quarterly report submissions. It is the PRC's hope to make available transferrable resources, developed as a result of grant funds, to the field.

How PRC Grant Awardees Will Use Funds

- Improve leadership, organizational culture, and performance
- Review and revise policies and practices
- Educate inmates
- Establish victim support services
- Collect and analyze data on sexual abuse in facilities

Coaching

The PRC provides coaching support to 18 FY2011 and 12 FY2012 BJA PREA grantees, utilizing both PRC staff and partner organizations. Funding awards for FY2011 totaled nearly \$9.3 million and for FY2012, more than \$3.9 million. While the coaching input is optional and does not retain any significant oversight authority, the coaches work with sites to identify any critical gaps in a jurisdiction's original implementation plan and to identify and link them to information and/or services that can help fill the gaps. Coaches also work with the PRC to identify and coordinate other sources of training and technical assistance to support the demonstration sites. These efforts serve to maximize the effects of funding/technical assistance.

Ten of the 12 FY2012 funded applications included information about planned program evaluations. Going forward, these evaluations will help the PRC to highlight promising practices for the field.

BJA Grant Topics

- Establish PREA coordinator position
- Trainings on the final PREA standards
- Inmate education curricula on sexual violence
- Sexual Assault Nurse Examiner (SANE) trainings
- Victim counseling programs
- Victim reporting systems
- Data tracking software to include sexual victimization
- Faculty Sexual Vulnerability Assessments

Middlesex County, Massachusetts

County facilities in Massachusetts are operated independently by sheriffs, resulting in great variation in local correctional practice and philosophy. The sheriff of Middlesex County, a former legislator and assistant district attorney, is a well-regarded leader in the state and has committed his county facility to PREA compliance. During several coaching sessions, it became clear the site had not considered the applicability of the PREA community-based standards to some of their residential placements.

Working with the county PREA coordinator, the coach successfully supported Middlesex County in their pursuit of PRC assistance to enable the sheriff to convene local residential program providers and bring in a community confinement expert to review the PREA standards with them. For almost all of these community-based providers, this will be their first exposure to the PREA standards. The sheriff extended an invitation to the other 13 sheriffs, their PREA coordinators, and community-based program providers to attend the session that was held in June 2013. This collaboration provided the first opportunity to spread the PREA message to all statewide community-based providers housing county inmates.

Communications

Communications Advisory Group

The CAG was established in November 2012. Composed of 21 professional organizations and advocates, as well as federal partners working on PREA-related issues, the CAG meets bimonthly to learn about PRC updates and to provide guidance on ways for the PRC to extend its outreach efforts and the proper communication channels for doing so. Recently, the CAG has been subdivided by topic expertise in order to focus conversations regarding PRC outreach. CAG activities are informed by the input of PRC communications advisors Patricia L. Caruso and Charles J. Kehoe, both respected leaders in the fields of corrections and detention.

Event Notifications and Newsletters

The PRC is committed to informing the field of events and training resources as they are made available. To do so, the PRC has developed an electronic mailing list of interested individuals to receive event blasts. People can sign up to receive the notifications by submitting their email address through a portal on the PRC homepage; the PRC has also added webinar and regional training participants to this list. In addition to the event blasts, the PRC publishes periodic newsletters to provide more comprehensive information to the field about PREA, the PRC, and related events. The most recent version focused on the audit instrument.

Template Standardization

Since the release of the standards, multiple providers have emerged offering PREA training and resources, often at a cost. In order to ensure that the field knows what is produced by the PRC, regardless of what partner is delivering a webinar or regional training, the PRC created standard templates for Word documents, PowerPoint

presentations, and publications using the logos of both the PRC and the relevant provider.

Website Highlights

The PRC website is designed to serve multiple audiences, including correctional administrators, management, line staff, sheriffs and officers, community corrections personnel, juvenile detention administrators, and agency/facility staff. The website officially launched when the standards were released. Since that time, the PRC website has had more than 99,000 total views, nearly 49,000 of them unique. The PRC has continued to collect resources, including news articles, case law, training materials, and general PREA resources for use by the field. Recent functional additions include homepage banners to alert visitors to new resources and RSS feeds. In addition, interactive standards have been added to the website to allow individuals to search the standards versus viewing all the standards at once. Recently released is the *PREA Essentials* page, which provides an overview of the standard sections, highlighting critical issues and providing specific resources by standard topic and setting.



Audit



The release of the final standards set in motion the development of instruments to be used to audit facilities for compliance. With the first round of audits scheduled to begin in August 2013, developing audit instruments was an ambitious undertaking. Since July 2012, the Audit Work Group has held listening sessions with professional and advocacy organizations to solicit input on instrument development. Development of the adult prison and jail audit instrument involved beta testing in two Federal Bureau of Prisons (FBOP) facilities and release of the instrument on May 3, 2013. The audit instrument for juvenile facilities is currently under development, having undergone beta testing in early May 2013; it will be finalized and made publicly available in the summer of 2013. Audit instruments for community confinement and lockups are under development, with anticipated release by the fall of 2013.

As mentioned previously, the PRC held four audit instrument regional trainings to promote the audit instrument with the field and answer pressing questions.

The PRC has developed training modules for the required training of auditors. The first training was completed in late June 2013, resulting in nearly 50 individuals trained who are now pending final certification by the Department to perform PREA audits. The first of these audits will commence in FBOP facilities starting in August 2013.



Conclusion and Future Offerings

Under current funding, PRC operations will continue through March 2014. Based on the PRC's experience working with the field, there is certainly an ongoing need to provide assistance and support for successful implementation and compliance with the PREA standards. In the short term, the PRC will release formal curricula on a range of PREA-specific topics that the field can use in its trainings.

The PRC is currently evaluating its TTA

Curriculum Topics

- Inmate Education
- Specialized Training: Medical and Mental Health
- Specialized Training: Investigations
- Staff Training
- Victim Services
- Investigations TFT
- Gender-Responsive Strategies—Youth
- Gender-Responsive Strategies—Adults
- Human Resources and the Law

offerings to determine the topics and methods to most effectively support the next phase of implementation efforts. In addition, the PRC will continue to provide coaching to BJA grantees and grant management to PRC grantees. In order to ensure that the PRC is not only responsive to the field but also expands the universe of

practitioners involved in the implementation of PREA, the PRC will enlist the CAG for communication outreach on PRC offerings.

Supporting the Audit Function

The PRC values the importance of the standards audit function and is committed to supporting the Department in its efforts to train sufficient numbers of auditors, making available a list of qualified auditors, and revising the audit instrument as necessary.

The PRC will train a second cadre of auditors in November 2013. There has been tremendous interest in the audit generally, including expressed interest in auditor training. The PRC will continue its current role to facilitate the applicant process including, but not limited to, screening applications for minimal qualifications and forwarding eligible individuals to the Department for acceptance for training.



PRC Work Groups



PRC Training and Technical Assistance Task Group

The PRC Training and Technical Assistance (TTA) Task Group, which guides the PRC's TTA efforts, includes AEquitas; American Correctional Association; American University Washington College of Law, Project on Addressing Prison Rape; Center for Innovative Public Policies; Just Detention International; The Moss Group; and the Vera Institute of Justice.

PRC Audit Work Group

The PRC Audit Work Group, which is completing the PRC's tasks related to the audit including auditor tools and training, includes Abt Associates, American Correctional Association, and the National Commission on Correctional Health Care.

PRC Communications Advisory Group

The PRC Communications Advisory Group, which provides input on the PRC's communication and outreach strategies, includes the American

Catholic Correctional Chaplains Association, American Civil Liberties Union National Prison Project, American Correctional Association, American Jail Association, American Probation and Parole Association, Association of State Correctional Administrators, Campaign for Youth Justice, Center for Black Equity, Center for Children's Law and Policy, Council of Juvenile Correctional Administrators, Commission on Accreditation for Law Enforcement Agencies, Indiana Sheriff's Association, International Association for Correctional and Forensic Psychology, International Association of Chiefs of Police, International Association of Forensic Nurses, International Community Corrections Association, Just Detention International, National Gay and Lesbian Task Force, National Commission on Correctional Health Care, National Partnership for Juvenile Services, National Sheriff's Association, as well as several federal partners and PRC communications advisors Patricia L. Caruso and Charles J. Kehoe.

PRC Grant Award List

The following jurisdictions were awarded funding by PRC for “establishing cultures of zero tolerance for sexual abuse in local adult and juvenile correction facilities.”

Organization	Funding Amount
Atascosa County Juvenile Probation Department	\$300,000
Barnwell County Detention Center	\$99,978
Bernalillo County Youth Services Center	\$245,627
Bristol County Sheriff's Office	\$100,000
Calcasieu Parish Police Jury	\$48,689
Canyon County/Southwest Idaho Juvenile Detention Center	\$26,700
Cascade County	\$72,878
City of Anderson, Inc.	\$40,577
Contra Costa County Probation Department	\$100,000
County of Lackawanna	\$77,098
County of Lake	\$100,000
County of Orange, California, Probation Department	\$100,000
County of Wayne, Michigan	\$100,000
Cuyahoga County	\$159,365
Dallas County Juvenile Department	\$88,942
Daviess County Detention Center	\$100,000
Douglas County Department of Corrections	\$99,431
Elkhart County Sheriff's Department	\$50,561
Florida Parishes Juvenile Detention Center	\$100,000
Grayson County Detention Center	\$58,382
Greene County Juvenile Detention Center	\$28,963
Harford County Sheriff's Office	\$163,648
Hennepin County Sheriff's Office	\$100,000
Howard County Department of Corrections	\$53,379
Kern County Sheriff's Office	\$99,366

PRC Grant Award List

Organization	Funding Amount
Lexington-Fayette Urban County Government	\$35,625
Linn County Juvenile Department	\$294,939
Luzerne County Correctional Facility	\$60,000
Maricopa County Superior Court	\$300,000
Miami-Dade County	\$19,000
Orleans Parish Sheriff's Office	\$100,000
Prince George's County, Maryland	\$100,000
Riverside County Probation Department	\$100,000
San Francisco Sheriff's Department	\$200,000
Santa Clara County Probabtion	\$99,965
South Correctional Entity (SCORE)	\$100,000
Southwest Multi-County Correction Center	\$98,601
Spartanburg County Detention Facility	\$300,000
Suffolk County Sheriff's Department	\$78,558
Tangipahoa Parish Sheriff's Office	\$68,939
Travis County Juvenile Probation Department	\$100,000
Trinity County Juvenile Hall	\$200,000
Wahkiakum County Jail	\$80,115
Total	\$4,849,020.00

BJA Fiscal Year 2011 PREA Site-Based Project Awards

Organization	Funding Amount
Alabama Department of Corrections	\$270,000
Colorado Department of Corrections	\$453,662
Cook County Sheriff's Office	\$300,000
Georgia Department of Corrections	\$600,000
Georgia Department of Juvenile Justice	\$558,956
Indiana Department of Correction	\$599,380
Kansas Department of Corrections	\$599,862
Kentucky Department of Corrections	\$600,000
Louisiana Youth Services, Office of Juvenile Justice	\$600,000
Maine Department of Corrections	\$545,475
Michigan Department of Corrections	\$490,740
Montana Department of Corrections	\$236,275
New York State Department of Corrections and Community Supervision	\$424,970
North Carolina Department of Juvenile Justice and Delinquency Prevention	\$599,917
Ohio Department of Rehabilitation and Correction	\$599,998
Oregon Department of Corrections	\$600,000
Texas Youth Commission	\$599,963
Vermont Department of Corrections	\$600,000
Total	\$9,279,198

BJA Fiscal Year 2012 PREA Site-Based Project Awards

Organization	Funding Amount
California Emergency Management Agency	\$267,300
Colorado Division of Criminal Justice	\$171,657
District of Columbia Office of Victim Services	\$600,000
Indiana Department of Correction	\$416,610
Kentucky Department of Corrections	\$149,148
Kentucky Department of Juvenile Justice	\$153,200
Middlesex Sheriff's Office	\$227,822
New Mexico Department of Public Safety	\$282,268
New York State Department of Correction (New York City Department of Correction)	\$600,000
New York State Office of Children and Family Services	\$492,309
Washington Department of Commerce	\$206,126
Wisconsin Department of Corrections	\$396,777
Total	\$3,963,217