NATIONAL PREA RESOURCE CENTER

National PREA Resource Center 2015–2016 Annual Report

September 2016



NCCD

National Council on Crime & Delinquency NATIONAL PREA RESOURCE CENTER





PREA Resource Center A Retrospective at a Glance

Reach 3,668,041 website page visits

Over 17,000 individuals receiving PRC updates



Training and TA 4,153 inquiries

73 webinars Over 18,000 webinar attendees Over 30,000 webinar views 26 regional training events

Auditor Training

12 auditor trainings 782 certified auditors 11 field training program audits



Audit Instruments

Four facility type audit instruments released

Online Audit System launched

Agency audit introduced



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Acknowledgments

This report was written by PREA Resource Center staff 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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Over the past five years, the National PREA Resource Center (PRC) has worked to guide and support efforts to reduce sexual abuse and sexual harassment in all confinement facilities across the nation—adult prisons and jails, juvenile facilities, community confinement facilities, and lockups; and to achieve compliance with the national PREA standards. Operated via a competitively awarded cooperative agreement between the National Council on Crime and Delinguency (NCCD) and the Bureau of Justice Assistance (BJA) in the US Department of Justice's (DOJ) Office of Justice Programs (OJP), the PRC assists facilities across the nation in their efforts to change confinement facility culture in ways that lessen the likelihood of sexual victimization of inmates, residents, and detainees. This is being achieved through a myriad of mechanisms including, but not limited to, revisions to policies and operational practices, staff training, inmate/ resident/detainee education, incident responses that address the needs of victims and ensure effective investigations, data collection and analysis, and the PREA Audit Function. While the scourge of sexual abuse and sexual harassment in confinement facilities will not be eliminated overnight, in the past five years, agencies and facilities around the country have demonstrated tremendous commitment and dedication to improving sexual safety and implementing the PREA standards, and PRC remains committed to supporting them.

This report summarizes PRC's work, carried out in collaboration with BJA's PREA Management Office (PMO), over the lifetime of PRC's efforts to date, highlighting efforts of the last 12 months. It provides a review of training and technical assistance (TTA) activities, including webinars, regional trainings, and curricula; a summary of field-initiated assistance provided to state, local, and tribal jurisdictions; and highlights of work completed by PRC and BJA grantees. This report also describes efforts by the PRC and PMO to support and enhance the PREA Audit Function, including a 40-hour training for auditor candidates, ongoing education and skill-building opportunities for DOJ-certified auditors, the Field Training Program (FTP), an auditor recertification process, and the creation of a formal audit Quality Oversight (QO) Program.

The activities of PRC, the PMO, and their partners to lead nationwide implementation of the PREA standards are comprehensive and broad in scope. They also are, when necessary, tailored to meet a jurisdiction's specifically defined needs. Since the release of the standards, PRC, with support from the PMO, has hosted 73 webinars and 26 regional training events with participants from all 50 states, the District of Columbia, and Canada.



John A. Kaneb, former PREA commissioner, with PMO and PRC staff at the 2016 American Correctional Association Congress of Correction in Boston, Massachusetts.



Auditor training faculty in San Diego, California.

The corrections field and affiliated organizations have actively reached out to PRC for assistance, as demonstrated by the more than 801,188 website visitors since the website's launch. Since the release of the PREA standards, TTA efforts have included responses to more than 4,000 field-initiated requests and "Contact Us" inquiries from the field.

In addition, PRC works collaboratively with the PMO to issue resources and communications related to the PREA standards. The PRC library is a compilation of all the PREA-related materials developed and collected by PRC. Each month, PRC issues an event blast with updates on PREAspecific information, including new resources and upcoming presentations. PRC and PMO continue to engage professional associations and other stakeholder organizations about PREA activities, with a focus on the PREA Audit Function. PRC also works with PMO to advise the DOJ PREA Working Group (PWG) about the most pressing standards-related issues and questions from the field; interpretive guidance provided by the PWG is added to the Frequently Asked Questions (FAQ) page on the PRC website on an ongoing basis.

In 2015, the remaining PRC grantees concluded their work, thus bringing to a close PRC management of grants awarded in April 2013. These grantees were primarily countybased agencies focused on improving sexual safety and implementing the PREA standards in confinement facilities at the local level. In collaboration with PMO, PRC continues to provide coaching to jurisdictions in receipt of awards under BJA's Demonstration Projects to Establish "Zero Tolerance" Cultures for Sexual Assault in Correctional Facilities grant program during fiscal years (FY) 2011 through 2015.

PREA Audit Cycle 1 concluded on August 19, 2016. Major PRC and PMO accomplishments related to the Audit Function include: finalizing four paper-based audit instruments; releasing the Online Audit System (OAS); developing an agency audit; creating and enhancing a training curriculum for auditor candidates, including online pre-training courses; hosting 12 week-long auditor trainings at locations across the country for 944 potential auditors; processing 1,625 auditor applications; coordinating the certification process for 810 certified auditors; providing auditor support and continuing education opportunities via an online learning platform; instituting the FTP; developing the QO Process, including a peer review pilot; and implementing the PREA Auditor Recertification Process. More information about many of these noteworthy accomplishments is provided below.

Targeted TTA Providers¹

The efforts of the PRC and PMO would not be possible without the hard work and support of their national TTA partners—recognized experts in the field of corrections generally, and PREA more specifically. PRC works with the PMO and their TTA partners to coordinate resource development to ensure that new resources address the needs of the field, are innovative, and are not duplicative of materials already available.

Curricula

As a result of the 26 successful regional trainings that took place in the first two years of PRC operations, PRC has worked with the TTA partners to translate that content into curricula for use by those working in the field. Correctional agencies can document the use of these curricula in part to demonstrate compliance with particular PREA standards for PREA auditing purposes. These curricula include:

- Specialized training: Investigating Sexual Abuse in Confinement Settings
- Specialized training: PREA Medical and Mental Health Standards
- Preventing and Addressing Sexual Abuse in Tribal Detention Facilities: The Impact of the Prison Rape Elimination Act
- Inmate Education Video and Facilitator's Guide
- Inmate Education Resource Guide
- Human Resources and Administrative
 Investigations Employee Training
- Gender-Responsive Strategies: Adults
- Gender-Responsive Strategies: Juveniles

2015–2016 Resource Releases

- Investigating Sexual Assault and Sex-Related Crimes in Confinement Settings: Guidance for Criminal Investigators (International Association of Chiefs of Police)
- Video Series: Using a Trauma-Informed Approach for PREA Implementation (National Association of State Mental Health Program Directors)
- Developing and Implementing a PREA-Compliant Staffing Plan (The Moss Group, Inc.)
- Inmate Education Resource Guide (Just Detention International)
- Prosecutor's Resource Guide and article on witness intimidation (AEquitas)
- Making PREA and Victim Services Accessible for People With Disabilities: An Implementation Guide for Practitioners on the Adult and Juvenile Standards (Vera Institute of Justice)
- PREA Fact Sheets (Topics: crossgender video monitoring, victim advocates and forensic medical exams, volunteers, inmate reporting hotlines, sexual harassment, and inmate education) (American Jail Association)
- Inmate/Detainee/Resident education brochure template (PRC staff)
- *PREA poster templates* (PRC staff)

¹ A list of PRC collaborating partners can be found in Appendix D of this report.

- Victim Services
- Employee Training
- Guidance on Cross-Gender and Transgender Pat Searches

Webinars

To date, PRC and the PMO have hosted 73 webinars, all of which are archived on the PRC website. More than 18,000 people participated in the live PRC webinar broadcasts, and over 30,000 viewed them after they were archived on PRC's website. These webinars are intended to reach corrections professionals, community stakeholders, and others with PREA-related responsibilities. They are designed to address common challenges faced by jurisdictions related to implementation of the standards.

Field-Initiated TTA

PRC receives daily inquiries from the field via the PRC website request forms for "Contact Us" and "Request Assistance." Each request is reviewed and triaged to one of four levels, ranging from a simple question and remote assistance to onsite assistance and conference presentations. As a result of this triage process, PRC staff personally respond to and engage jurisdictions in nearly 90% of all inquiries. PRC utilizes TTA partners to respond effectively to the remaining, more complex, time-intensive requests, per their contractual agreements.

The simple forms on the PRC website for those in the field to ask questions or request assistance have been a very successful method for PRC to learn about and devise effective TTA strategies. More than 1,000 inquiries were submitted to PRC during the past 12 months. The types of fieldinitiated requests include training, policy reviews, general information, and presentations. "Contact Us" inquiries are most commonly focused on requests for materials, questions about PREA and the standards, and auditor training. PRC staff members connect the field to existing resources available on the PRC website, provide information consistent with available interpretive guidance, and strategize about ways to overcome implementation barriers.

Field-Initiated and "Contact Us" Inquiries by Geographic Region-Past 12 Months

- Northeast: 183
- South: 398
- Midwest: 243
- West: 280
- Other (Germany, India): 2
- Unknown: 115
- Total: 1,221

Requests by Agency Type (Field-Initiated Requests Only) -Past 12 Months

- State Adult Corrections Agency: 27
- Jail (city/sheriff/county corrections): 67
- Police: 5
- Juvenile detention: 22
- Community corrections: 9
- Private for-profit and nonprofit: 16
- Associations/academies/coalitions/ national networks: 10
- Other (Includes other public entities [federal/state/local], entities from outside the United States, and media inquiries, among others): 27



The 2016 American Correctional Association Congress of Correction in Boston, Massachusetts, included this workshop titled "Understanding and Protecting Transgender Inmates, Residents, and Detainees."

Field-Initiated Spotlight-US Virgin Islands

The Virgin Islands domestic violence agency contacted PRC to request a collaborative training with the Virgin Islands Bureau of Corrections (BOC) as they continue implementation of the PREA standards. BOC staff had not been trained on the newly developed BOC PREA policy, which is a critical beginning step for the BOC regarding PREA implementation. PRC supported development of a curriculum and training for trainers (TFT) based on the BOC PREA policy. The TFT was delivered in July 2016, and provided an opportunity to enhance PREA knowledge and build PREA capacity for a core group of BOC and advocacy staff. Based on evaluations from the TFT, the curriculum is being revised for use by the BOC to train staff on the agency's PREA policy.

Audit Corrective Action— Field-Initiated Technical Assistance

PRC responded to two field-initiated requests that resulted from PREA audit corrective action plans (CAP). In both cases, the CAP called for retraining of staff on PREA. The Tennessee Department of Children's Services had developed a computerbased training for its employees that was deemed insufficient to meet PREA Standard 115.31 and needed to be updated on specific topics. The field-initiated TA began with a review of the computer-based curriculum and proceeded with the development of additional content sufficient to cover the requirements of PREA Standard 115.31 in a classroom setting. The revised curriculum was then delivered in person as TFT to a select group of agency staff who would then deliver the revised training to all agency staff. The training occurred in two locations for 51 individuals from the agency.



An auditor trainee certification exam takes place in San Diego, California.

The second request came from the Community Corrections Unit of the Ohio Department of Rehabilitation and Correction (ODRC). Recent PREA audits identified several areas of noncompliance in ODRC's community corrections facilities. One area identified for improvement was the execution of their administrative investigations of PREA incidents. The fieldinitiated TA established criteria to select the appropriate staff to perform the administrative investigations and delivery of a TFT for participants who would then deliver the training going forward to ensure quality of conduct regarding PREA incident investigations, as required by the standards.

Frequently Asked Questions and Interpretive Guidance

PRC continues to work closely with the PWG, providing them with questions related to the PREA standards for their consideration and guiding the PWG's issuance of interpretive guidance. These questions and official DOJ PWG responses are added to the PRC website's Frequently Asked Questions (FAQ) page. In 2015, the FAQ page was revamped to improve its search capabilities, enabling visitors to more easily identify and locate the needed interpretive guidance by key word, date of issuance, topical category, or specific PREA standard.

PRC Grant Program

On April 1, 2013, PRC announced 43 awards totaling nearly \$5 million to support efforts by local jurisdictions across the nation to establish zero-tolerance cultures for sexual abuse and sexual harassment in confinement facilities. All PRC grantees completed their grant-funded activities on or before September 30, 2015, and spent more than 98% of their allocated funds. A list of jurisdictions and award amounts can be found in Appendix C.

Coaching the BJA PREA Program Grantees: Demonstration Projects to Establish "Zero-Tolerance" Cultures for Sexual Assault in Correctional Facilities

PRC has continued to provide coaching support to active grantees among the 85 BJA PREA program grantees from fiscal years 2011, 2012, 2013, 2014, and 2015. Beginning with FY 2014 BJA

grantees, all sites participated in an introductory call involving agency leadership, grant points of contact, and PRC coaches. Each call followed PRC's review of the jurisdiction's grant proposal and allowed PRC staff to learn directly from the site about the intended outcomes of the grant activities. PRC used information from these calls to ascertain the type of coaching support needed at each site. In scaled fashion based on the level of support required, coaches provide guidance on the most effective strategies for carrying out the activities proposed in the grant applications. Evaluation of the FY 2014 grantees identified sites that strove to address specialty topics that included trauma-informed care, screening, and resources for working effectively with LGBTI inmates. See "BJA Grantee Spotlight" below to learn more about PRC's support of screening grantees.

BJA Grantee Spotlight – PREA Risk Assessments and the Kentucky Justice and Public Safety Cabinet (FY 2014)

In response to FY 2014 BJA grantees working to develop risk assessments, as required by the PREA standards, PRC focused its coaching efforts on these select sites to enhance instrument development. One coach was assigned to these sites and facilitated a web meeting whereby an NCCD subject-matter expert presented on development of risk assessments. BJA grantees then shared information regarding their work to develop risk assessments.

Of note, the BJA PREA grantee, Kentucky Justice and Public Safety Cabinet, worked with the University of Kentucky to validate their vulnerability assessment instrument for youthful residents. The initial draft of the assessment validation study has been completed and is now in its second phase. The Kentucky Department of Juvenile Justice's PREA Coordinator presented a webinar on this initial phase to the Council of Juvenile Correctional Administrators' PREA Committee.

BJA Grantee Promising Practices

The following are examples of project outcomes from recent BJA PREA Demonstration Site grantees:

- Wor-Wic Community College (FY 2014) Development of correctional entrance-level training program curriculum to train new employees of local law enforcement agencies on PREA per Standard 115.31 and development of curriculum and training focused on PREA first responders.
- New York State (FY 2015) Creation of a short film on staff boundaries to incorporate into staff training.
- New York City (FY 2015) Conduct of leadership and cultural change workshops and development of training curricula and materials for PREA compliance managers and staff training on gender responsiveness.
- Georgia DOC (FY 2015) Development of a female-specific screening tool.
- Many sites from FY 2014 and FY 2015 are working to implement trauma-informed practices as part of their PREA implementation efforts.

Communications



The PRC booth at the 2016 American Correctional Association Congress of Correction in Boston, Massachusetts.

Conference Presentations

PRC continues its strong commitment to work with the PMO to deliver PREA-specific workshops at major national conferences. The following lists major conference presentations from January to August 2016.

January 2016

- American Correctional Association (ACA), New Orleans, Louisiana
- Association of State Correctional Administrators (ASCA), New Orleans, Louisiana
- Council of Juvenile Correctional Administrators (CJCA), New Orleans, Louisiana

February 2016

• International Community Corrections Association, Washington, DC

March 2016

 Office on Violence Against Women STOP Administrator and Coalition Members Joint Meeting, Chicago, Illinois

April 2016

 North American Association of Wardens and Superintendents, Tulsa, Oklahoma

May 2016

• American Jail Association, Austin, Texas

June 2016

- Correctional Accreditation Managers Association, Atlanta, Georgia
- Middle Atlantic States Correctional Association, Ocean City, Maryland

August 2016

- ACA, Boston, Massachusetts
- ASCA, Boston, Massachusetts
- CJCA, Boston, Massachusetts

Notifications

PRC remains very committed to providing the field with accurate, timely information about the PREA standards, including event announcements, available resources, and interpretive guidance. This is accomplished through monthly e-blasts and periodic special notifications. In the past year, PRC has sent monthly event blasts and one special blast to announce the release of the OAS. Each blast was sent to more than 17,000 recipients.

Website Highlights

The PRC website is the key national resource available to the field to access information and PREA-specific resources to assist with understanding and implementation of the PREA

Most Frequented Web Pages

The PRC website's most frequently viewed pages since its launch in May 2012 include (home page excluded):

- PREA Essentials: Prisons and Jail Standards (251,179)
- Frequently Asked Questions (223,496)
- Curricula (200,608)
- Training and Technical Assistance (142,489)
- Audit home page (108,482)
- Library (88,949)
- List of Certified Auditors (87,231)

Interagency Coordination

DOJ maintains relationships with officials from the Department of the Interior (DOI) and the Department of Homeland Security (DHS) who are working on PREA implementation in each of those agencies. Representatives from the PMO and PRC meet periodically with representatives from these agencies to share information and lessons learned and explore opportunities for DOI and DHS to leverage DOJ's PREA work. DOJ remains committed to assisting other federal agencies in their efforts to make confinement facilities across the nation sexually safe.

standards. Since its launch in May 2012, the PRC website has had 801,188 total visitors, more than 401,000 of them unique, and more than 3,668,041 website page visits. In the last 12 months, the website has had nearly 223,316 total visitors, more than 121,967 of them unique.

In an effort to improve the website experience for those starting their PREA implementation initiatives, PRC updated the PREA Essentials page in 2016. This revision focused on providing user-friendly, step-by-step guidance on how to learn about the PREA standards and methods to leverage available resources for assessing a facility's PREA-related needs and challenges. The guidance provided leads to the creation of a strategic plan for PREA standards implementation.

Audit

The PREA standards set forth guidance for the development and implementation of an Audit Function to evaluate an individual facility's compliance with the standards. Beginning in July 2012, PRC, in collaboration with BJA and Abt Associates, embarked on creating audit instruments and an auditor training and certification process. Since that time, four paper-based audit instruments have been developed, 12 week-long auditor trainings have been conducted, and 810 auditors have been certified.

In May 2016, the PREA Audit Function took a momentous step forward with revisions to the auditor training and release of the OAS and the Agency Audit (see below). Equally important to note is the conclusion of PREA Audit Cycle 1 in August 2016. The following sections provide an overview of PRC's and PMO's audit-specific achievements.

Auditor Training

The PREA Audit Function emphasizes that successful implementation of the PREA standards requires much more than policy and procedure development. The standards also require implementation and institutionalization of actual practices that impact facility operations. As such, the PREA audit requires a comprehensive evaluation of a facility's policies and procedures; interviews with specialized and random staff, volunteers, and inmates/residents/detainees; indepth onsite observations; and thorough review of other types of documentation. Auditors are trained to utilize all of the information collected during the course of the audit, in a process called triangulation, in making determinations of compliance or non-compliance. This process ensures that not one piece of information is weighed more heavily than another and that

observations and information collected during interviews are appropriately considered. Furthermore, triangulation provides a framework from which auditors can write a comprehensive audit report and make any necessary recommendations for corrective action to address non-compliance.

Since June 2013, PRC has conducted 12 auditor trainings. This unique, classroom-based, 40hour training aims to prepare individuals to audit facilities by focusing on the PREA standards through the lens of an auditor and the information that must be collected and analyzed in order to determine whether or not a facility meets each standard. The training has evolved over time to be more effective and responsive to participants' needs and now includes pre-training exercises and document review, lecture-style presentation, and small-group scenarios analysis and interview practice. Attendees consistently report that the training is among the most comprehensive and thorough of their professional careers.



Field training audit faculty and trainees at the Lafayette Parish Correctional Center in Lafayette, Louisiana.

The May 2016 training was a significant departure to the prior 11 trainings. Based on observations of the conduct of auditors who participated in previous auditor trainings, lessons learned in the Field Training Program (see below), and review of audit reports, the PRC and PMO determined that more skills-based training was necessary during the in-person, 40-hour training. To achieve this goal, 10 standards were identified, along with training modules that framed the PREA audit methodology, to be presented as e-learning courses taken prior to the in-person training. PRC contracted with an e-course developer to translate five standards and the audit methodology material into e-learning modules. PRC then pre-recorded webinars to deliver the content on the remaining five standards. Auditor trainees were required to review this content and take a test prior to the in-person training. Auditor candidates who did not achieve a score of 80% or greater were required to retake the exam following the in-person training.

The in-person training time recovered as a result of this approach allowed the PRC and PMO to implement a multi-part practicum focused on Standard 115.53 to enhance trainees' understanding of the standard and the types of documentation required to evaluate compliance with it. This practicum also included practice interviews of staff and inmates and report writing focused on Standard 115.53. While not a substitute for a facility-based training in the field, this practicum provided a more realistic auditing experience than previous auditor trainings and a strategic focus on an often misunderstood standard.

The last adjustment to the training involved the final exam. Instead of taking the exam onsite at the end of the week, trainees were given one week following the in-person training to complete the exam electronically utilizing a secure online

Auditor Training Locations and Dates

- Potomac, Maryland: June 2013
- Columbia, South Carolina:
 November 2013
- Columbia, South Carolina: January 2014
- Columbia, South Carolina: March 2014
- Kansas City, Missouri: June 2014
- Kansas City, Missouri: July 2014
- Columbia, South Carolina: September 2014
- Columbia, South Carolina: November 2014
- San Diego, California: March 2015
- San Diego, California: May 2015
- San Diego, California: September 2015
- Harrisburg, Pennsylvania: May 2016

testing website. Trainees must pass the final exam with a score of 80% or greater to be eligible for certification by DOJ.

Auditor Candidates

PRC uses an online portal to host its auditor application. Since the first training in 2013, PRC has received 1,623 completed applications from individuals seeking to attend the training. Many more applications were initiated than completed. The trainees are very diverse in terms of geography, auditing experience, and type of auditing certifications sought. In order to improve application screening, the PRC and PMO embarked on a comprehensive revision of the PREA Auditor Training Application for the May 2016 training. The revised application asked specific questions related to an applicant's experience with auditing, monitoring, investigations, and guality assurance. Candidates had to indicate not only their level of experience, but also their number of years of experience; they also had to provide a narrative and documentation demonstrating this experience. In addition, the application required information on the depth and years of experience working with vulnerable populations, developing written products, and managing data. The revised application, coupled with a weighted scoring system, improved the evaluative nature of the application process, which resulted in a more comprehensive understanding of applicant qualifications on the part of the PRC and PMO.

Auditor Certifications

Auditors are certified to conduct PREA audits based on a number of factors, including their experience with specific populations. Adult facility certification allows auditors to conduct audits in adult prisons and jails, lockups, and community confinement facilities, while juvenile facility certification is reserved for those with experience in those facilities. Some individuals are eligible for dual certification, based on their experience with multiple facility types and to accommodate those who seek to audit both adult and juvenile facilities.

As mentioned above, auditor candidates must complete pre-training course requirements and in-person training and pass pre- and post-training exams with a score of 80% or greater. In order to be DOJ-certified as a PREA auditor, they must also pass a Federal Bureau of Investigation background check. To date, PRC has trained 944 individuals; 810 have become DOJ-certified PREA auditors, with 782 currently certified. In addition, PRC has hosted 68 federal observers—individuals interested in the auditor training process as a way to inform the PREA-related work of their own agencies. The PRC website maintains a dedicated page listing all certified auditors, which includes a brief bio, date of certification, certification type(s), and state and city of residence. This list is searchable by multiple variables, including keyword.

Auditor Certifications

- Adult certified: 522
- Juvenile certified: 128
- Dual certified: 132

Auditor Assistance

Auditors play a crucial role in the PREA audit process. The PRC and PMO are committed to supporting auditors in the field at all points in the audit process. To ensure support is readily available, PRC has established multiple methods for auditors to obtain PRC assistance. Acute needs that arise while an auditor is onsite are addressed via a help line through which auditors receive a response within 24 hours during the work week. For less time-sensitive questions, such as inquiries related to the audit documents or the development of an audit report, auditors may submit an email query, to which PRC will respond within three business days. Since 2012, PRC has responded to 94 urgent and 624 nonurgent inquiries from auditors utilizing these mechanisms.



The 2016 American Correctional Association Congress of Correction included this PREA auditor refresher training.

In addition to supporting auditors in the field, PRC notifies auditors of critical information as it pertains to the audit process through auditoronly newsletters. Over the past year, PRC sent six such newsletters. PRC also disseminates requests for proposals and other solicitations for audit contracts received by PRC from external entities. These are posted to the Auditor Continuing Education and Resource Portal (see below) as they are received.

Auditor Continuing Education

During the past year, PRC significantly improved how it provides continuing education courses and other resources to auditors. PRC launched the Auditor Continuing Education and Resource Portal, a learning management system (LMS), in late fall 2015. PRC can now more effectively manage and monitor auditors' access to and use of continuing education materials. For example, PRC can enroll auditors in a training course, and the LMS automatically notifies them of their enrollment and the deadline by which the course must be completed. PRC also is able to assign supplemental resources to each course within the LMS to further auditor knowledge and understanding. The LMS allows PRC to tailor assignments for an individual auditor or for groups of auditors based on a common characteristic, such as recertification date; or to assign tasks that require auditors to complete a specific activity, such as submit a reporting form. The LMS has enabled PRC to centralize communication with auditors about continuing education and other requirements, which significantly reduces the administrative burden associated with supporting nearly 800 auditors across the country.

PRC, in collaboration with ACA, conducted auditor refresher events at both ACA 2016 conferences and plans to continue these sessions at future conferences. All DOJ-certified auditors are eligible to attend the free, all-day events. Aside from the opportunity for the PRC and PMO to share information with auditors in-person, these events provide important opportunities for auditors to network and share experiences and challenges with one another. In January 2016, over 80 auditors attended the first event. A significant portion of the day was devoted to a successful pilot of the practicum scenario related to Standard 115.53, which was used at the May 2016 auditor training. Auditors appreciated the opportunity to conduct an in-depth examination of a specific, challenging standard and to hone their auditing skills. In August 2016, nearly 50 auditors received a wealth of information from PRC and PMO staff on critical auditing issues and participated in small-group discussions on Standard 115.16, which focuses on inmates/ residents/detainees who have a disability or are deaf or hard of hearing.

Field Training Program

The auditor training, as described above, provides a solid foundation of knowledge related to conducting PREA audits. In response to the expressed and observed needs of DOJ-certified PREA auditors, the PRC and PMO launched the FTP in the fall of 2014. Its goals are to clearly demonstrate the expectations the PRC and PMO have for all DOJ-certified PREA auditors; strengthen auditors' skills; enhance their understanding of the standards; and provide a "real-life" experience conducting a PREA audit, including use of the audit instrument and interaction with facility staff and inmates/ residents. These goals are achieved through carrying out a mock PREA audit of a facility that has volunteered to participate in all aspects of the audit.

Field Training Program Sites 2015

- Monroe Correctional Complex, Washington State Department of Corrections (Monroe, WA)
- Mount Olive Correctional Complex, West Virginia Division of Corrections (Mount Olive, WV)
- Eldora State Training School for Boys, Iowa Department of Human Services (Eldora, IA)
- Racine Correctional Institution, Wisconsin Department of Corrections (Sturtevant, WI)
- Rhode Island Department of Corrections, John J. Moran Medium Security Facility (Cranston, RI)
- Lafayette Parish Correctional Center, Lafayette Parish Sheriff's Office (Lafayette, LA)
- Sacramento County Sheriff's Department, Sacramento County Main Jail (Sacramento, CA)

Field Training Program Sites 2016

- Travis County Correctional Complex, Travis County Sheriff's Office (Del Valle, TX)
- Shelby County Sheriff's Office Detention Facility, Shelby County Sheriff's Office (Memphis, TN)
- Marion County Juvenile Detention Center, Marion Superior Courts (Indianapolis, IN)
- Cuyahoga County Jail, Cuyahoga County Sheriff's Department (Cleveland, OH)

Under the guidance of an experienced auditor, as well as DOJ and PRC staff members, certified auditor trainees (CATs) are grouped in teams of six and guided through the entire audit process (pre-audit, onsite audit, and post-audit), which includes document review, interviews of staff and inmates/residents, triangulation of information and documentation collected, and report writing. The experience is both realistic and intense for the facility and the CATs, as it mirrors a real PREA audit in all respects. The FTP received tremendous interest when it was launched with 130 facilities applying to participate. Eight facilities were selected for the 2015 FTP, and seven facilities ultimately participated.² Many certified auditors applied to participate as well, and 48 CATs were selected from 82 applications. In 2016, four sites were selected as host facilities from the 38 that applied to participate, and 42 CATs were selected from the 83 certified auditors who applied.

Testimonials from previous FTP host facilities

"The Alameda County Sheriff's Office, accredited by several accrediting agencies, including the American Correctional Association, the Commission on Accreditation for Law Enforcement Agencies, and the National Commission for Correctional Health Care, was the first agency in the country to host an FTP training audit. This was the most in-depth audit we have ever experienced. While we thought we were fully prepared for an audit, the FTP showed us how far away we really were. At the end of the audit, we received a report containing input from all seven participating auditors. The direct result of the FTP was a successful audit of the Glenn E. Dyer Detention Facility, and Santa Rita Jail is scheduled for August 2016, where we expect equal success." Jason Arbuckle, Compliance Lieutenant, Alameda County Sheriff's Office

"The Field Training Program was absolutely invaluable to the facility, our agency, and to me as a PREA Coordinator. Being able to observe how a PREA audit is 'supposed to look' not only helped us know what to expect in a compliance audit, but helped us learn about PREA overall as well. I would recommend that any facility, whether it has been through a PREA audit or not, request to be a part of this outstanding experience." Scott Patterson, Senior Director of Compliance and Audits, West Virginia Division of Corrections

"When the opportunity to participate in the FTP training audit was presented to Lafayette Parish Correctional Center, we had no idea how monumental it would be for our facility and our agency as a whole. The five days onsite made us realize that this was unlike any other audit we had participated in before. The chance to participate in this training audit not only helped us in regard to PREA, but gave us a direct insight into some areas in our facility that needed special attention or might require our staff to receive additional training. We now continue to use the feedback received during the training audit to stress the importance of sexual safety in corrections and move forward with our goal to become 100% PREA compliant. We are truly grateful for the opportunity to participate in this program and hope other facilities will take advantage of this remarkable program." Juliet Stern, Accreditation Sergeant, Lafayette Parish Sheriff's Office

² The FTP was conducted in seven of the eight selected facilities; one facility opted out after the facility selection process was complete.

Audit Instruments and Agency Audit

The development of audit instruments for all four sets of standards (prisons and jails, lockups, community confinement facilities, and juvenile facilities) has been a significant and timeintensive undertaking for the PRC and PMO. The paper audit instruments for all standards were released between May 2013 and July 2014. A significant advancement in the audit process occurred in May 2016, with the release of the PREA OAS.

Prior to the release of the OAS, beta versions had been utilized in auditor trainings since November 2013. Auditor trainees were provided access to the instrument that enabled them to become familiar with its functionality and to use it to access and review audit scenarios during the training. The FTP (see above) utilizes a beta version of the OAS, which enables facilities to complete the Pre-Audit Questionnaire (PAQ) and CATs to use the Auditor Compliance Tool throughout the entirety of each FTP mock audit.

The OAS enables audit documents to be completed electronically and reference materials to be uploaded and stored in a secure online environment, in lieu of the auditor keeping hard copies of all audit materials or facilities mailing or emailing documents with sensitive information to auditors. The OAS also assists in tracking the audit activity of the facilities and auditors who use the system. To use the OAS, auditors must complete an online information security awareness course prior to gaining access, as required by the Federal Information Security Management Act. After a lengthy security review process, the OAS was issued a formal Authorization to Operate by OJP's Office of the Chief Information Officer in December 2015.

With support from the PMO, PRC released the Agency Audit when the OAS was made available to the field. Available within the OAS, the Agency Audit is an audit of a limited number of standards that regulate conduct primarily or solely at the agency or central office level. The Agency Audit results will be valid for one year, and it relieves facility auditors from the responsibility of auditing the same agency-level operations repeatedly during each facility audit in agencies with multiple facilities. The electronic nature of the Agency Audit allows for the seamless sharing of specific information across audits within an agency and creates tremendous efficiencies for auditors and agency- and facility-based staff responsible for preparing for audits.



Auditor training in Harrisburg, Pennsylvania.

Audit Quality Oversight



A field training audit takes place at the Sacramento County Sheriff's Department Office in, Sacramento, California.

After creating and implementing the core elements of the PREA Audit Function, including the audit instruments and auditor certification process, the PRC and PMO turned attention over the past year to developing a PREA Audit QO program. The primary objectives of the QO program are to collect information about audit activity and use that information to inform ongoing training for facilities and auditors, support auditors' efforts to meet DOJ's expectations for PREA audit reporting and audit process, and improve the PREA audit's overall quality and rigor.

Auditor Handbook

As audit activity has increased, a need for clarity and further written description of an auditor's roles and responsibilities has arisen. To respond to this need, the PRC and PMO have been working to develop an auditor handbook that includes a code of conduct; ethical guidelines; clarification regarding conflicts of interest; and information about peer review, recertification, and decertification. The auditor handbook is forthcoming.

Probationary Certification

Beginning with the March 2015 auditor training, all auditor candidates who are certified by DOJ enter into probationary certification status. In order to improve the quality and consistency of audit reports, certified auditors are now required to submit draft reports to PRC before the reports are submitted to an audited facility. In collaboration with the PMO, PRC staff review each draft report and provide constructive feedback to the auditor on how to improve the presentation of crucial elements of the report, including evidence, reasoning, and the basis for all compliance determinations. Auditors integrate PRC's feedback into the reports they submit to the audited facility. Typically, auditors will achieve full certification status after submitting two draft reports and successfully demonstrating improvement in their reporting practices. Probationary status in no way impedes an auditor's ability to conduct audits and does not indicate lesser competence. To date, PRC staff have reviewed and provided feedback on 32 probationary reports, and 10 auditors have completed probation.

Auditor Recertification

Auditors receive a three-year certification after which time they must be recertified. The PRC and PMO have developed and are in the process of implementing the process for recertification, which will impact auditors beginning in late 2016. In order to reduce the administrative burden of managing the recertification process, two recertification dates have been established each year: June 30 and December 31. Auditors will be recertified on the earliest date following their initial certification date. This will ensure more, not less, time associated with their certification. The first recertification date is December 31, 2016, and will impact the first auditors who were certified by DOJ. The first auditor certification date was August 20, 2013. These auditors will be required to complete a recertification application, complete continuing education requirements, and take a recertification exam by October 3, 2016. A background check also will be required. Upon notification of their recertification, auditors will be required to read and sign an auditor certification agreement. Auditors who choose not to complete these recertification requirements will be decertified.

Audit Tracking

As PREA Audit Cycle 1 proceeded, it became clear to the PMO that tracking audit activity and cataloging audit reports were important activities necessary to understand the operation of the Audit Function. While the standards require final audit reports to be made publicly available, the standards do not establish a systematic method for identifying and collecting these reports nor for monitoring audit activity. Auditors are required to complete a form when they initiate an audit and when they issue a final report. The ability to track audits will be enhanced by the availability of the OAS for those who choose to use it. PRC, in collaboration with Abt Associates, is developing an OAS parallel site, which will allow auditors to provide information about their paper-based audits via the OAS.

Quality Improvement

The PRC and PMO are committed to both ensuring that the PREA Audit Function reflects the audit methodology required by the PREA standards and holding auditors accountable for

Audits Completed as Reported to PRC as of September 15, 2016

- Total: 1,963
- Adult Prisons: 731
- Adult Jails: 207
- Lockups: 12
- Community Confinement: 428
- Juvenile Facilities: 585

conduct audits that reflect a baseline level of quality. Through its Quality Improvement efforts, PRC continues to work closely with the PMO to provide support and assistance to auditors to ensure they meet the expectations for conducting and reporting audits. The PMO also is designing a disciplinary process for significant performance or misconduct issues on the part of auditors.

One challenge facing both the PRC and PMO is identifying and collecting information about problems related to the PREA Audit Function. In an effort to establish a culture of reporting when issues arise that need to be addressed by PRC and/or the PMO, an auditor feedback form was implemented via the PRC website. This form was designed to encourage the submission of actionable information that the PMO and PRC can use to guide ongoing efforts to support and enhance the Audit Function.

PRC staff review samples of audit reports as they are submitted, in addition to the abovementioned probationary reports, to monitor quality. Some of the common issues that the PMO is concerned about and that PRC looks for when reviewing reports are audits that are



The field training audit team at the Lafayette Parish Correctional Center in Lafayette, Louisiana.

conducted in unreasonably short periods of time, audit reports that are issued without any corrective action, and audit reports that indicate the auditor did not conduct a requisite number of interviews of staff and/or inmates to render reliable results. As needed, PRC staff reach out to auditors to talk with them about challenges that have been identified and to work closely with auditors to improve auditor behavior and/ or the thoroughness of audit reports. PRC staff also provide individualized written feedback to auditors outlining how to improve their work and pointing them to available resources for support. To date, PRC has conducted over 50 quality improvement reviews of completed audit reports.

Peer Review

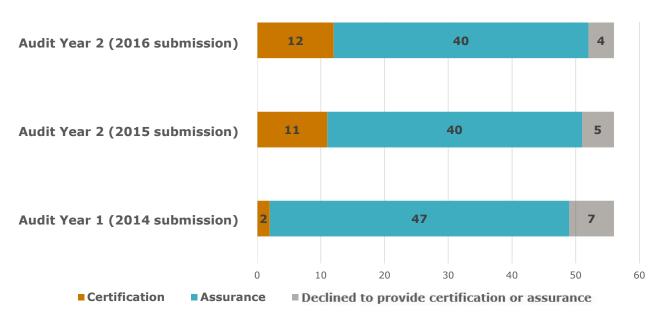
Highly skilled and experienced auditors are best positioned to provide a critical review of PREA audit findings and underlying documentation to ascertain whether the finding(s) of compliance

adhere to what is required by the PREA standards. The PRC and PMO launched a peer review pilot in the summer of 2016, for which 16 auditors were selected from a competitive application process to participate. The pilot reviewed four audit cases using teams of two reviewers each. Results of the pilot will inform the development of a formal peer review process. The final process also will enlist DOJ-certified PREA auditors, through a competitive process, for a specified term of service to conduct a systemic review of audit reports. Peer review outcomes will be relayed to the PMO and used to guide the QO process that will include a number of outcomes, including auditor decertification in cases involving serious misconduct and/or substantial performance problems. The peer review outcomes also will be used to enhance the continuing education that is made available to all auditors.

Beginning in 2014, and in each subsequent vear, the governors of all states and territories and the mayor of the District of Columbia are required by the PREA statute to submit a notice to DOJ indicating that the correctional facilities under their operational control are either in full compliance with the PREA standards or that their jurisdictions will use at least 5% of certain DOJ grant programs for prison purposes to come into compliance with the standards in the future. Jurisdictions that submit neither a certification nor an assurance to DOJ will have their impacted DOJ grants reduced by 5%. PRC posts information from DOJ regarding the requirements associated with certification and assurance submissions on the PRC website and directs specific inquiries about submissions to the PMO. In May 2015, the PMO received certifications of compliance from 11 states and assurances of future compliance from 40 states, territories, and

the District of Columbia. This was an increase of nine certifications from the 2014 submissions.

With August 2016 signifying the conclusion of the first three-year audit cycle, two submissions are required from governors in 2016 in order to separate the submission deadline from the audit year. This separation is a response by the PMO to concerns voiced in the field and, going forward, will enable governors to make certification and assurance submissions that are informed by a full year of PREA audit data. The first submissions in 2016 were due in March, and results impacted FY 2016 grant funds; DOJ received 12 certifications and 40 assurances. The second submissions in 2016, due October 15, will reflect PREA standards compliance as of August 19, 2016, which is the last day of Audit Year 3 of Audit Cycle 1. This second submission in 2016 will impact FY 2017 grant funds.



State of the PREA Nation

Conclusion

This report covers PREA implementation activities that go through the conclusion of the cooperative agreement between NCCD and BJA. Beginning October 1, 2016, Impact Justice will assume responsibility for PRC operations under a new, competitively awarded cooperative agreement. Since March 2016, NCCD has worked in concert with Impact Justice to facilitate a smooth transition between the two entities. Impact Justice will continue the work of PRC for at least two additional years, through September 2018. NCCD is honored to have been afforded the opportunity to lead and operate the PRC since its inception. The elimination of sexual violence from this nation's confinement facilities is a critically important human rights goal. Much has been achieved by the PRC to date to address the scourge of sexual violence in confinement facilities; much work remains to fulfill the great promise of the PREA statute and standards.



A field training audit group discussion takes place at the Travis County Correctional Complex in Del Valle, Texas.

Appendix A: PRC Work Group

The PRC Audit Work Group, which contributed to PRC's tasks related to auditor tools and trainings, includes Abt Associates, ACA, and the National Commission on Correctional Health Care.

Appendix B: PRC Grant Award List

Table B1: BJA PREA Site-Based Project Awards, Fiscal Year 2011

Organization	State	Award Amount
Alabama Department of Corrections	AL	\$270,000
Colorado Department of Corrections	СО	\$453,662
Cook County Sheriff's Office	IL	\$300,000
Georgia Department of Corrections	GA	\$600,000
Georgia Department of Juvenile Justice	GA	\$558,956
Indiana Department of Correction	IN	\$599,380
Kansas Department of Corrections	KS	\$599,862
Kentucky Department of Corrections	KY	\$600,000
Louisiana Youth Services, Office of Juvenile Justice	LA	\$600,000
Maine Department of Corrections	ME	\$545,475
Michigan Department of Corrections	MI	\$490,740
Montana Department of Corrections	MT	\$236,275
New York State Department of Corrections and Community Supervision	NY	\$424,970
North Carolina Department of Juvenile Justice and Delinquency Prevention	NC	\$599,917
Ohio Department of Rehabilitation and Correction	ОН	\$599,998
Oregon Department of Corrections	OR	\$600,000
Texas Youth Commission	ТХ	\$599,963
Vermont Department of Corrections	VT	\$600,000
	TOTAL	\$9,279,198

Table B2: BJA F	PREA Site-Based	Project Awards,	Fiscal Year 2	012
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Organization	State	Award Amount
California Emergency Management Agency	CA	\$267,300
Colorado Division of Criminal Justice	СО	\$171,657
District of Columbia Office of Victim Services	DC	\$600,000
Indiana Department of Correction	IN	\$416,610
Kentucky Department of Corrections	KY	\$149,148
Kentucky Department of Juvenile Justice	KY	\$153,200
Middlesex Sheriff's Office	MA	\$227,822
New Mexico Department of Public Safety	NM	\$282,268
New York State Department of Corrections and Community Supervision (City of New York Department of Correction)	NY	\$600,000
New York State Office of Children and Family Services	NY	\$492,309
Washington Department of Commerce	WA	\$206,126
Wisconsin Department of Corrections	WI	\$396,777
	TOTAL	\$3,963,217

Organization	State	Award Amount
California Department of Corrections and Rehabilitation	CA	\$250,000
Colorado Department of Corrections	СО	\$250,000
County of Los Angeles	CA	\$245,380
County of Los Angeles Probation Department	CA	\$250,000
Florida Department of Corrections	FL	\$250,000
Georgia Department of Juvenile Justice	GA	\$249,000
Harris County	TX	\$237,693
Indiana Department of Correction	IN	\$250,000
Louisiana Youth Services, Office of Juvenile Justice	LA	\$246,023
Minnesota Department of Corrections	MN	\$250,000
Ohio Department of Youth Services	ОН	\$250,000
Pacific County	WA	\$242,581
Riverside County Sheriff's Department	CA	\$228,087
San Francisco Juvenile Probation Department	CA	\$95,978
South Carolina Department of Corrections	SC	\$250,000
Suffolk County Sheriff's Department	MA	\$179,072
Tennessee Department of Children's Services	TN	\$250,000
Washington State Department of Corrections	WA	\$250,000
Webb County	TX	\$250,000
	TOTAL	\$4,473,814

Table B3: BJA PREA Site-Based Project Awards, Fiscal Year 2013

Table B4: BJA PREA Site-Based Project Awards, Fiscal Year 2014

Organization	State	Award Amount
Alabama Department of Corrections	AL	\$489,206
Broward County Sheriff's Office	FL	\$250,000
Dallas County Juvenile Department	ТХ	\$56,066
Florida Department of Corrections	FL	\$497,835
Georgia Department of Juvenile Justice	GA	\$400,680
Iowa Department of Corrections	IA	\$166,416
Kansas Department of Corrections	KS	\$499,100
Kentucky Justice and Public Safety Cabinet	KY	\$500,000
Louisiana Youth Services, Office of Juvenile Justice	LA	\$245,257
Maricopa County Sheriff's Office	CA	\$419,170
Maryland Department of Juvenile Services	MD	\$310,186
Massachusetts Department of Correction	MA	\$377,966
Montana Department of Corrections	MT	\$483,797
Norfolk County Correctional Center	MA	\$250,000
Oregon Department of Corrections	OR	\$500,000
Pennsylvania Department of Corrections	PA	\$272,034
Sullivan County Department of Corrections	NH	\$143,803
Travis County Juvenile Probation Department	ТХ	\$17,338
Virginia Department of Corrections	VA	\$460,913
West Virginia Regional Jail and Correctional Facility Authority	WV	\$410,522
Wisconsin Department of Corrections	WI	\$495,998
Wor-Wic Community College, Eastern Shore Criminal Justice Academy	MD	\$295,626
	TOTAL	\$7,541,913

Table B5: BJA PREA Site-Based Project Awards, Fiscal Year 2015

Organization	State	Award Amount
Texas Department of Criminal Justice	ТХ	\$437,663
Indiana Department of Correction	IN	\$180,025
New York State Department of Corrections and Community Supervision	NY	\$500,000
Nevada Department of Health and Human Services	NV	\$177,174
Georgia Department of Corrections	GA	\$500,000
Alabama Department of Corrections	AL	\$468,754
New York City Department of Correction	NY	\$493,280
DeKalb County	GA	\$150,000
County of Sacramento	CA	\$500,000
Bexar County Commissioners Court	ТХ	\$250,000
South Carolina Department of Corrections	SC	\$498,545
New Mexico Department of Public Safety	NM	\$500,000
Rosebud Sioux Tribe	SD	\$249,963
Cuyahoga County	ОН	\$500,000
	TOTAL	\$5,405,404

Appendix C: PRC Grantees

Organization	State	Award Amount
Altacosa County Juvenile Probation Department	ТХ	\$300,000
Barnwell County Juvenile Probation Department	MA	\$99,978
Bernalillo County Youth Services Center	NM	\$245,627
Bristol County Sheriff's Office	MA	\$200,000
Calcasieu Parish Police Jury	LA	\$48,689
Canyon County/Southwest Idaho Juvenile Detention Center	ID	\$26,700
Cascade County	MT	\$72,878
City of Anderson, Inc.	SC	\$40,577
Contra Costa County Probation	CA	\$100,000
County of Lackawanna	PA	\$77,098
County of Lake	IL	\$100,000
County of Orange Probation Department	СА	\$100,000
County of Wayne	MI	\$200,000
Cuyahoga County	ОН	\$159,365
Dallas County Juvenile Department	ТХ	\$88,942
Daviess County Detention Center	KY	\$100,000
Douglas County Department of Corrections	NE	\$99,431
Elkhart County Sheriff's Department	IN	\$50,561
Florida Parishes Juvenile Detention Center	FL	\$100,000
Grayson County Juvenile Detention Center	KY	\$58,382
Greene County Juvenile Detention Center	МО	\$28,963
Harford County Sheriff's Office	MD	\$163,648

Organization	State	Award Amount
Hennepin County Sheriff's Office	MN	\$100,000
Howard County Department of Corrections	MD	\$53,379
Kern County Sheriff's Office	CA	\$99,366
Lexington-Fayette Urban County Government	KY	\$35,625
Linn County Juvenile Department	OR	\$294,939
Luzerne County Correctional Facility	PA	\$60,000
Maricopa County Superior Court	AZ	\$300,000
Miami-Dade County	FL	\$19,000
Orleans Parish Sheriff's Office	LA	\$100,000
Prince George's County	MD	\$100,000
Riverside County Probation Department	CA	\$100,000
San Francisco Sheriff's Department	CA	\$200,000
Santa Clara County Probation Department	CA	\$99,965
South Correctional Entity	WA	\$100,000
Southwest Multi-County Correction Center	ND	\$98,601
Suffolk County Sheriff's Department	MA	\$78,558
Tangipahoa Parish Sheriff's Office	LA	\$68,939
Travis County Juvenile Probation Department	ТХ	\$100,000
Trinity County Juvenile Hall	СА	\$200,000
Wahkiakum County Jail	WA	\$80,115

Appendix D: PRC Collaborating Partners

The PRC is a cooperative effort of a broad coalition of organizations with expertise and resources in the fields of corrections, law enforcement, victim services, and sexual assault prevention and response. The involvement of these organizations varies, from advising staff on the needs of the field to integrating their expertise as services offered by the PRC. Many partner organizations are providing training and technical assistance in the field, and we rely on the networks of professional associations and nonprofit organizations to disseminate critical information to their membership and supporters.

The list of collaborating organizations has included:

Abt Associates
AEquitas
American Correctional Association (ACA)
American Jail Association (AJA)
American Probation and Parole Association (APPA)
American University Washington College of Law, Project on Addressing Prison Rape
Association of State Correctional Administrators (ASCA)
Center for Innovative Public Policies (CIPP)
Commission on Accreditation of Law Enforcement Agencies (CALEA)
Council of Juvenile Correctional Administrators (CJCA)
International Community Corrections Association (ICCA)
International Association of Chiefs of Police (IACP)
Just Detention International (JDI)
National Association of State Mental Health Program Directors (NASMHPD)
National Commission on Correctional Health Care (NCCHC)
National Institute of Corrections (NIC)
National Sheriffs' Association (NSA)
Office of Juvenile Justice and Delinquency Prevention (OJJDP)
Vera Institute of Justice (Vera)
The Moss Group (TMG)