

# National PREA Resource Center

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## 2019 Annual Report

**IMPACT/JUSTICE**  
*A National Innovation and Research Center*

NATIONAL  
**PREA**  
RESOURCE  
CENTER

# Contents

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<b>Introduction</b>	<b>3</b>
<b>PREA Audit</b>	<b>5</b>
<b>Auditor Training and Certification</b>	<b>5</b>
Auditor Field Training Program	6
Auditor Continuing Education	7
<b>Audit Quality and Integrity</b>	<b>9</b>
Probationary Certification Status	9
Quality Improvement	11
Peer Review	11
Audit Instrument	12
Auditor Feedback	13
<b>Data and Analytics</b>	<b>14</b>
<b>Training and Technical Assistance</b>	<b>16</b>
<b>Field-initiated Training and Technical Assistance</b>	<b>17</b>
Conferences	18
<b>Targeted Training and Technical Assistance</b>	<b>18</b>
Mini-grants	20
PREA Implementation and Audit Preparedness Training for Jails	22
PREA Academy	22
Advanced Technical Assistance	23
Bureau of Justice Assistance Coaching	23
PREA Working Group	24
<b>Communications</b>	<b>25</b>
<b>Website</b>	<b>25</b>
<b>Newsletters</b>	<b>25</b>
<b>Conclusion</b>	<b>26</b>

# Introduction

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**The 2018-2019 fiscal year marks the end of the second three-year Prison Rape Elimination Act (PREA) audit cycle since the PREA Standards were issued as a Final Rule in 2012—a landmark in the sea change these standards represent.**

In the nearly nine years since the National PREA Resource Center (PRC) was created, and seven years since the standards took effect, the committed professionals around the country who work tirelessly to combat sexual abuse in confinement have learned how ambitious their goals are, but also have identified many of the barriers they must overcome to reach them. Over the past year, the PRC, in partnership with the PREA Management Office (PMO) at the Bureau of Justice Assistance (BJA), in the Office of Justice Programs (OJP), has functioned as a valued partner, working to support the PREA audit and serving as the go-to resource for state, tribal, territorial, and local agencies as they implement the PREA Standards. The PRC has also tackled many of these barriers to combating sexual abuse in confinement with greater focus and measurable progress, particularly in the past year.

The PRC operates at the nexus of both services to and feedback from the field sites that it assists. Its website continues to provide PREA coordinators, compliance managers, and other practitioners with the guidance and resources they need to successfully implement the standards. At the same time, the website is the source of many daily requests for assistance, through which the PRC learns precisely what challenges are facing the agencies it is assisting. The support the PRC provides to the PREA audit function is essential to the DOJ's efforts to meet its obligations under the law. The PRC's role also generates unmatched insight into the strengths and weaknesses developing across the thousands of agencies tasked with adopting the PREA Standards, leading to a well-informed dispersal of resources. Because of its position at this focal point of services-out and knowledge-in, the PRC has been able to develop highly targeted assistance to the areas of greatest need, and to reach the broadest audience possible.

Preventing, detecting, and responding to sexual abuse in confinement requires more than mere mechanical adoption of a set of federal standards. It requires integrating the practices enshrined in those standards at every level of an agency and facility's operations. It also requires buy-in from the top to the bottom of the agencies that run the nation's prisons, jails, juvenile facilities, community confinement facilities, and lockups. Achieving that universal buy-in and deep integration requires seeding PREA knowledge and expertise at every level of adult and juvenile corrections and law enforcement throughout the country.

To ensure that the practices required by the PREA Standards produce the change they promise, the PRC and its partners at PMO must reach broadly and deeply into multiple corrections and law enforcement sectors. While this has been the charge from the beginning and PMO has guided the PRC to considerable progress toward this goal for years, the PRC has over this past year achieved deeper engagement and broader engagement, not only with state and territorial prison and juvenile confinement systems, but also with large, medium, and small jails, with local and tribal juvenile agencies, community confinement agencies, and lockups. It has accomplished this with expanded capacity and by taking a multi-pronged approach: by targeting training and technical assistance to hardest-to-reach audiences; by creating an online learning platform that is accessible to a larger number of people and to those without the resources to travel; by significantly enhancing its data systems so that the PRC, and ultimately PMO and DOJ, can clarify what is happening on the ground; and by steadily improving its mechanisms for auditor training and accountability to improve the accuracy of audit findings and increase the likelihood that these audits motivate sustained changes that penetrate beyond surface policy shifts.

In addition, the PRC has continued to support important work by its many expert providers, including The Moss Group, Just Detention International, the Vera Institute of Justice, and Professor Brenda V. Smith from the Project on Addressing Prison Rape at American University's Washington College of Law. These providers have continued to create resources that reach thousands of practitioners nationwide and have worked directly with agencies on complex changes necessary to ensure that PREA's values and practices take root and are sustainable.

Under the guidance of PMO, the PRC has seen its work turn a corner. The mandate of PREA—to eliminate sexual abuse of all people in confinement—may only be achievable through generational change, but along that timescale, the PRC has developed knowledge, resources, and allies to ensure its march forward. And the PRC has made important steps this past year toward ensuring that no one is left behind on that march.

# PREA Audit

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**To ensure that the Prison Rape Elimination Act (PREA) Standards have a meaningful impact on sexual safety in confinement, they must be supported by a strong Department of Justice (DOJ) PREA audit function.**

The PREA Resource Center (PRC) and its DOJ partners support this function by managing the training, certification, and oversight of PREA auditors across the country. Beginning with a rigorous training program and certification process, the PRC plays an active and ongoing role in maintaining the integrity of auditors' work. This multidisciplinary program utilizes data, technology, and peer review systems to provide continuing education, recertification, and quality improvement, which empowers both auditors and the audit function itself.

## Auditor Training and Certification

The first phase in becoming a DOJ-certified PREA auditor is to apply for and attend the PRC's PREA Auditor Certification Training. Following the classroom training, trainees are required to participate in a Field Training Program (FTP) where they perform a practice audit hosted by a correctional facility. Once they complete the FTP, auditors receive probationary certification status and are required to submit two probationary audits for review by the PRC. After these probationary reviews are completed, the PREA Management Office (PMO) reviews an auditor's certification history and determines whether to grant the auditor full certification.

While the PRC did not conduct a PREA Auditor Certification Training in FY 2019 to introduce a new cohort to the field, the PRC and PMO have continued to invest in existing classes of auditor trainees and certified auditors in FY 2019 through various training requirements and educational opportunities.

**Beginning with a rigorous training program and certification process, the PRC plays an active and ongoing role in maintaining the integrity of auditors' work.**

## Auditor Field Training Program

In order to achieve full certification as a DOJ-certified auditor, trainees must participate in a practice audit through the PRC's FTP. Originally designed as an opportunity for existing DOJ-certified auditors to obtain hands-on experience with the PREA audit in a supervised setting, the FTP has since become a requirement for auditor certification. The FTP also provides the PRC with an opportunity to share feedback on participants' performances. These comments become a part of an auditor's record and follow them as they enter probationary certification status. This exposure to the complexities of the PREA audit through experiences like the FTP is crucial to the long-term success of auditors and serves as a front-end investment by PMO in audit quality.

### NATIONAL PREA RESOURCE CENTER

### FY19 FIELD TRAINING PROGRAM SITES



FACILITY	ONSITE DATE
Sedgwick County Juvenile Detention Facility, KS	September 30–October 5, 2018
Terry Collins Re-Entry Center, OH	October 21–26, 2018
Richard A. Handlon Correctional Facility, MI	December 2–7, 2018
Alexandria Sheriff's Office, VA	January 27–February 1, 2019
SCI Pine Grove, PA	February 3–8, 2019
Omaha Correctional Center, NE	February 24–March 1, 2019
Rappahannock Regional Jail, VA	August 11–16, 2019
Clark County Detention Center, NV	September 15–20, 2019

Facilities from around the country—including state prisons, county jails, a juvenile detention facility, and a community confinement facility—served as hosts for the 2018-2019 and 2019 FTP training audit cycles. The PRC conducted eight audits during the 2018–2019 FTP audit training cycle with 48 participating trainees. Of this cohort, 44 trainees received probationary certification. The class of trainees had previously attended a week-long auditor classroom training in May 2018 and comprised the second training class required to complete the FTP as a condition of certification.



**OMAHA CORRECTIONAL CENTER, NE – PRC Field Training Program** faculty and trainees participating in a training audit. March 2019.

In addition to the 2018–2019 FTP audit training cycle, the PRC offered two training audits in August and September 2019 for 16 certified PREA auditors. This continuing education opportunity has not been available to certified auditors since early 2017. The goals of this FTP cycle were to strengthen auditors' PREA auditing skills, increase auditors' experience with the PREA auditing process and methodology, improve auditors' understanding of the PREA Standards, and provide auditors with an opportunity to build proficiency with the audit tools and other documents.

Each FTP audit lasts 19 weeks and mirrors three of the four phases of a PREA compliance audit—the pre-onsite, onsite, and post-onsite audit phases. The FTP audit does not enter a phase of corrective action but instead prioritizes the training and technical assistance needs of the facility for its future implementation work with guidance from the PRC's PREA subject matter experts. The faculty who facilitate the FTP audits are dedicated to providing a meaningful learning experience for each trainee. They ensure that each trainee has an opportunity to learn and practice the PREA audit methodology and to assess compliance by triangulating all evidence acquired through observational experience, document review, and interviews. Trainees also gain experience in writing thorough and well-documented audit reports, with guidance from FTP faculty and the PRC's Audit Quality & Integrity (AQI) division.

Upon successful completion of the FTP program, auditors move into probationary certification status, which is overseen by the AQI team (described in the upcoming AQI section).

## **Auditor Continuing Education**

The educational opportunities and materials the PRC and its partners at PMO create extend beyond the auditor training and certification process. Providing continuing education for DOJ-certified PREA

auditors is one of the many ways that the PRC works to ensure the ongoing quality of the PREA audit and support auditors. Resources for continuing education include templates for time and interview tracking and a written guide accompanied by a webinar on how to use the revised Post Audit Reporting Form and the new reporting mechanism. The PRC and PMO also hold virtual “office hours” once a quarter, giving auditors the opportunity to pose questions to PMO and receive answers in real-time.

All of the materials produced by the PRC and PMO for continuing education are housed in a learning management system called the PRC Training and Resource Portal. This portal enables the PRC to track the education activities and participation of each auditor, helping PMO to assess whether an auditor has met the requirements for recertification.

In addition to written resources and webinars, the PRC routinely hosts auditor refresher trainings at the winter and summer American Correctional Association conferences. In the years when the PRC has provided this opportunity, attendance has increased and feedback has been positive. Presenters



**BOSTON, MA**– PRC staff delivering an auditor refresher training at the summer American Correctional Association Conference. July 2019.

in FY 2019 focused their targeted training and facilitated discussions on several key topics, including conflict resolution and relationship management as a PREA auditor, lessons learned from the FTP, and report writing. The evaluations from each session help direct the content of future refresher events to ensure that the needs from the field are being met.

## Auditor Recertification

A DOJ-certified PREA auditor’s certification lasts for three years, at which point the auditor must apply for recertification. The recertification process evaluates each auditor’s knowledge of the standards and the audit process to ensure that only individuals who continue to demonstrate subject matter expertise are recertified.

Recertification requirements dictate that auditors sign a certification agreement, complete an application, pass an exam, remain up to date on their continuing education courses, and pass a records check. The PRC is responsible for screening each auditor and verifying that they have met each requirement, at which point PMO issues a final determination on their application.



Beginning in October 2018, the DOJ issued recertifications for auditors whose original certification date was late 2015 or early 2016. Of the 243 auditors eligible for recertification, a total of 110 auditors were recertified—89 in December 2018, and 21 in June 2019. The remaining 133 auditors were not recertified, either because they chose not to seek recertification or they did not meet the requirements.

## Audit Quality and Integrity

Since the inception of the PREA audit, the PRC and DOJ have constantly worked to uphold and improve the caliber and consistency of audits. In FY 2019 the PRC has continued to hone its Audit Quality and Integrity (AQI) program to better meet the needs of the field. The AQI program allows the PRC and PMO to track, monitor, and understand the landscape of the PREA audit, while providing auditors with tailored technical assistance and coaching to enhance their mastery of the audit. The AQI team's data collection work in this arena enables PMO to take appropriate action when the PRC's monitoring process suggests there may be a quality or integrity concern with a particular auditor or audit.

**Since the inception of the PREA audit, the PRC and DOJ have constantly worked to uphold and improve the caliber and consistency of audits.**

The AQI team manages several important silos of work:

- 1 Probationary certification status reviews and quality improvement reviews
- 2 Coordination of the peer review process
- 3 Maintenance of the audit instruments
- 4 Receipt and processing of Auditor Feedback Forms

Each of the AQI team's roles help to support a strong audit function, which is essential to the meaningful implementation of the PREA Standards.

## Probationary Certification Status

First introduced in March 2015, probationary certification status reviews allow the PRC to support auditors' growth and development while also monitoring audit quality. Since then, the PRC's AQI team has strengthened its processes and developed new resources to better meet the needs of the field.

Once an auditor has completed the FTP requirement, they enter probationary certification status. An auditor on probationary certification status is able to conduct audits and contract with facilities, but they must submit their first two audit reports to the PRC for review and guidance before the reports are finalized with the audited facilities. After conducting a rigorous assessment of these reports, the AQI team provides detailed written suggestions and meets with auditors one-on-one to communicate individualized feedback. Probationary auditors are required to integrate the PRC's guidance into their audit reporting as a matter of general practice. Once the two probationary reviews are completed, PMO reviews an auditor's certification history and determines whether to grant the auditor full certification.

The AQI team has found that early action is essential for auditors to develop a strong foundation of auditing and reporting skills. In order to provide more vigorous support to probationary auditors, the PRC has launched a new Early Intervention Program (EIP) for probationary certification status reviews, described below.

## EARLY INTERVENTION PROGRAM

Beginning in the last quarter of 2018, the AQI team began piloting an innovative concept in its probationary certification status review work. The EIP strives to assist auditors in a more effective manner to integrate the guidance and concepts provided during the review period into the auditor's work.

Prior to the launch of the EIP, AQI reviewers only began working with auditors after the submission of a completed draft audit report. The reviewers then had 30 days to work with an auditor to identify the report's strengths and deficiencies so that auditors could incorporate their feedback. The effectiveness of this previous approach was limited, and the AQI team developed a more robust and personalized program to engage with auditors earlier in the process, in hopes of yielding better results in skill improvement and report quality.

Rather than limiting the window of guidance and review to 30 days following the audit, the EIP extends backwards from the 30-day pre-onsite audit phase and for an additional 60 days following the onsite audit. Auditors and AQI reviewers are in frequent communication throughout these phases to discuss audit logistics, planning, scheduling, organization, audit methodology, and triangulation of evidence. This increase from 30 to 90 days of tailored technical assistance throughout all phases of the audit allows reviewers to focus on areas where an auditor needs guidance. Supporting auditors at the outset of their report writing process rather than upon completion results in more efficient and effective feedback from the AQI reviewers.

The EIP was fully phased-in by August 2019, and all probationary auditors will participate in the program for both their first and second audits. As of the publication of this report, the AQI team has conducted more than 36 EIP engagements with over 29 auditors through the end of 2018 and the first half of 2019.

The AQI team conducts regular spot-checks of auditors who have exited probationary status in order to ensure ongoing compliance with reporting requirements and expectations. These findings also enhance the probationary review process and inform auditor training and continuing education initiatives. 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.

Since the inception of probationary certification in 2015, the AQI team has worked with 128 probationary auditors. In FY 2019, the AQI team completed 45 probationary reviews using the conventional review process and over 36 reviews in the Early Intervention Program. Fourteen auditors completed their probationary requirements and were referred to PMO for a decision on final certification.

It should be noted that probationary certification status does not limit an auditor's ability to procure contracts with facilities and conduct compliance audits; probationary auditors have the same responsibilities as fully certified auditors.

## Quality Improvement

A subset of auditors attained full certification prior to the launch of probationary certification status and have therefore not been afforded the opportunity to benefit equally from the technical assistance provided through the probationary status review program. In order to meet the needs of this group, the PRC and PMO have created a parallel program, Quality Improvement (QI), that offers the same support to non-probationary status auditors.

The QI process entails the selection and review of an auditor's work by the AQI team, which then implements a tiered intervention plan. Depending on the strengths and needs demonstrated by the auditor, the AQI team provides tailored assistance in three tiers:

- 1 Tier one: resources
- 2 Tier two: combination of resources and one-on-one support
- 3 Tier three: full-scale 90-day process that mirrors the probationary EIP

The tiered approach was developed in 2017 in conjunction with the PREA Auditor Handbook to ensure that the selection process would allow optimal numbers of active auditors to benefit from the QI process. In 2018, the EIP model was piloted and subsequently added to the tiered approach to provide the full scope of probationary services to certified auditors. The redesigns of the QI program are part of a thoughtful and deliberate process by the PRC to support the overall health of the audit function; the ongoing execution of the program furthers the goal of providing support to auditors.

To pilot the EIP model for use in the QI program, AQI reviewers conducted two EIP engagements with certified auditors that provided positive results and feedback on the process. The certified auditors involved in the Early Intervention interactions expressed that the process was a valuable and worthwhile use of their time. AQI reviewers saw significant gains in report quality as a result of these interactions, and EIP was implemented fully for QI work in FY 2019.

In addition to the two EIP engagements in the pilot, the AQI team conducted 12 tier one interventions, 17 tier two interventions, and 6 tier three interventions. The AQI team will continue to deliver the EIP strategy for certified auditors in the coming year, to ensure that certified auditors benefit from personalized technical assistance and the wealth of audit resources available from the PRC.

## Peer Review

Peer review is integral to effective audit oversight. The PRC supports PMO's oversight function by coordinating the development, implementation, and execution of peer reviews. The goal of the peer review program is to apply effective and rigorous scrutiny to the work of PREA auditors, focused on assessing auditors' independence and objectivity, as well as their conduct of comprehensive, reliable, evidence-based audits.

To date, the PRC has helped PMO build and pilot the peer review function; recruited and trained a cohort of experienced and talented auditors to serve as peer reviewers; and instituted ongoing improvements of the peer review program through monitoring, evaluation, and learning from process implementation and execution.

The most significant development in peer review in FY 2019 was the development and testing of the Online Audit System (OAS) as the platform for conducting peer reviews. Using this system ensures the continuity of security measures for peer reviewed audit documentation, and provides a seamless interface for peer review interactions, from uploading necessary documentation, to accessing and reviewing documentation, to providing details of an analysis to PMO. In the coming fiscal year, these enhancements will facilitate growth and execution of the peer review process.

## Audit Instrument

### ONLINE AUDIT SYSTEM

The OAS continues to grow as new users venture into the world of electronic audit instrumentation, enhanced data management, and robust security for audit documentation. While the percentage of audits conducted in the OAS is still a fraction of those conducted using the paper audit instruments, interest in the site has increased significantly over the past year. Large state correctional systems have requested tutorials to learn more about how the OAS can enhance the audit experience and improve the allocation of resources necessary for conducting audits. To date, 330 audits have been completed in the OAS, which does not include 124 audits that are active in the OAS but have yet to be completed.

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Online Audit System.**

### AUDIT INSTRUMENT REVISIONS

#### POST-AUDIT REPORTING FORM

The PRC and PMO revised the Post-Audit Reporting Form in January 2019 as part of ongoing efforts to improve audit reporting and data collection processes. The purpose of the Post-Audit Reporting Form is to collect descriptive information regarding the characteristics of audited facilities and agencies, auditing arrangements, the PREA audit methodology, and auditor compliance findings. PMO uses data collected through the Post-Audit Reporting Form to better understand the landscape of PREA audits across the country and analyze auditing trends. Audit information submitted through this form is one component of PMO's ongoing evaluation of auditors' performance within the PREA Audit Oversight Program. It is an exciting change that will significantly improve the audit reporting process, decrease some of the burden on auditors, and make for a smoother experience for auditors.

## PRE-AUDIT QUESTIONNAIRE AND AUDITOR REPORT TEMPLATES

The PRC revised the Pre-Audit Questionnaire and the Auditor Report Templates in July 2019. Since their publication on July 23, 2019, auditors are required to use the revised versions during their upcoming audits. The revisions include changes to the facility characteristics sections of the Pre-Audit Questionnaire and the Auditor Report Templates, and edits to the Auditor Provision Findings questions. In the Facility Characteristics section of the Pre-Audit Questionnaire and Auditor Report Templates, certain questions have been revised, removed, or added. The purpose of these revisions is to gather more precise information from facilities to better guide auditors in the audit process. The edits to the Auditor Provision Findings questions were limited and focused primarily on removing dates that have passed, clarifying existing language, and revising questions to adhere more closely to the language of the PREA Standards.

## PREA INTERVIEW GUIDE PROTOCOLS

Since early 2018, PRC and PMO staff have been working to revise the PREA Audit Interview Guide Protocols to develop more thorough and informed interview questions for PREA audits, and additional helpful protocols. This process aims to apply the lessons learned over the past six years of PREA audits to the protocols, which were first developed and released in 2013. The process includes selecting a standard and then convening comprehensive and thoughtful discussions focused on developing appropriate questions related to each provision of the standard. So far, the team has completed discussions for 27 standards. Upon examining all of the standards, the team will conduct a final review of the updated guides. Once finalized, the new interview guides will be released for use in the field.

## Auditor Feedback

The PREA audit function benefits from accurate and detailed information about audits and auditors, and the Auditor Feedback Form is available for any person with specific knowledge of an auditor's

**The Auditor Feedback Form is available for any person with specific knowledge of an auditor's performance to provide that information to PMO.**

performance to provide that information to PMO. 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. To enable individuals with an interest in or concern about auditor performance and audit outcomes to report those concerns, PMO instituted the Auditor Feedback Form. The PRC receives, processes, and refers auditor feedback to PMO. The

form is available at [prearesourcecenter.org/audit/auditor-feedback-form](https://prearesourcecenter.org/audit/auditor-feedback-form); PMO and the PRC welcome submissions that provide actionable information to help guide efforts to support and enhance the audit function, improve auditor training, and promote the quality and integrity of audits.

## Data and Analytics

The second audit cycle—and the first six consecutive years of auditing—concluded on August 19, 2019. At that time, nearly 5,000 audits had been reported to the PRC, representing audits in all jurisdictions and facility types across the country, and including second audits of more than 1,000 facilities. Collecting, maintaining, managing, and analyzing audit data, and building a comprehensive understanding of the audit landscape are key priorities of the PRC's data and analytics team: where audits are happening, who is conducting audits, trends in corrective action needs and steps taken, impacts of the law and standards over time. Researching the answers to these and related questions is critical to the health of the audit function, and to promoting and improving PREA implementation, training, and compliance.

**Collecting, maintaining, managing, and analyzing audit data, and building a comprehensive understanding of the audit landscape are key priorities of the PRC's data and analytics team.**

The core data for understanding the audit landscape is the audit reporting data provided by auditors, including details of each audit and final audit reports. The audit reporting requirements were implemented by PMO in 2014 after a careful review of the first several months of auditing to determine the best use of resources to support implementation, training, and auditing needs. Attention to audit reporting data not only provides an excellent window into audit activity, but also provides for data-driven decisions about resource allocations and other important aspects of policy implementation.

The auditor reporting obligations and the technology supporting them have transformed over the last six years, significantly improving data collection efforts. Accordingly, there were a number of exciting developments for auditor reporting in FY 2019, including two essential changes.

The first of these was the comprehensive revision of audit reporting instruments to include the collection of more refined and granular audit data. The second was the implementation of a new, more efficient audit reporting process that features a single point of entry to initiate all audits, and a streamlined process that reduces the burden on auditors and enhances the quality of audit data overall. This improved process was enabled through new technologies and the integration of key information systems to support the needs of auditors, corrections stakeholders, and PMO. Investments made by the PRC over the last three years have spurred significant improvements to the audit reporting process, to our ability to count audits and provide PMO with detailed information about audit activity, and to the quality of audit data and information about auditor activity.

The PRC's data and analytics team also assists with many other portfolio datasets and information technology needs, including:

- 1 Case management processes for the AQI division
- 2 Field Training Program
- 3 Auditor training and performance
- 4 Auditor certification, recertification, and decertification
- 5 Training and technical assistance
- 6 Grant-making activities

As with audit data, the data team's ability to support other project work has been significantly enhanced by investments in technology. These investments include OAS; Salesforce, a customer relations management database system that allows the PRC to centralize and analyze information related to all project portfolios and 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 can track and count audits, keep up with auditor activity, and evaluate processes in order to enhance training and other initiatives such as resource development, 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. The PRC is committed to further advances in assessing PREA implementation and auditing and developing targeted materials that enrich further PREA compliance efforts throughout the nation and improve sexual safety in all confinement settings.

Overall, FY 2019 was a time of significant achievement during which several long-term efforts coalesced to bring the PRC and PMO to a stronger position and a deeper understanding of the needs of auditors, audited facilities and agencies, and other stakeholders. These successes have improved our capacity to assess our efforts, evaluate patterns and trends, and leverage this learning for new education and training materials, resources, tailored outreach, and TTA to meet identified needs. As the PRC marks the end of the second audit cycle, there are strong indications that knowledge of the national PREA Standards and the obligations under them are increasing, and that PREA implementation and compliance are improving.

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# Training and Technical Assistance

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Since the publication of the PREA Standards in 2012, the PRC has seen an ever-growing demand for resources and educational materials supporting implementation, and for training and technical assistance that begins with PREA basics and evolves to support sophisticated institutional culture change efforts.

Over the past year, the PRC has seen that need for resources, training, and technical assistance grow rather than decline, as more jails, local juvenile facilities, community confinement facilities, lockups, and tribal facilities seek to strive for PREA compliance, and as those facilities that have been working to achieve or sustain PREA compliance for years confront their most intransigent challenges. Successful implementation of the PREA Standards requires building competence in multiple areas of operational expertise, including complex investigations of sexual abuse; medical and mental health care for victims from forensic medical exams, to STD prophylaxis, to follow-up care, to long-term counseling; building language and disability access to all PREA-related services; and data collection and analysis to name just a few.

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The PRC's training and technical assistance (TTA) resources and services have proved crucial to many agencies' ability to build competence in these complex areas. In response to the increase in demand, the PRC has spent the last year expanding its capacity to meet the ongoing needs of the field, working with the support of numerous organizational partners to address field-initiated TTA requests and to develop targeted TTA resources aimed at addressing the areas of greatest need. Ultimately, the PRC's TTA resources and services are the lynchpin in the national efforts to achieve meaningful implementation of the PREA Standards.



# Field-initiated Training and Technical Assistance

The PRC receives daily requests for assistance from facilities, professional associations, and other regional and national organizations seeking support to implement the PREA Standards. The PRC triages each request and determines whether it can be met through internal consultations with staff, or if more rigorous assistance is necessary from one of the PRC's technical assistance providers. In FY 2019, the PRC collaborated with 13 TTA providers and four provider organizations.



Between October 1, 2018 and September 30, 2019, the PRC received more than 1,500 “Contact Us” questions and training and technical assistance (TTA) requests. The PRC's TTA services encompass activities such as policy reviews, onsite implementation training, assistance in specialized investigation training, PREA employee training development, trauma-informed training, and generalized PREA training. The PRC also receives and responds to numerous requests to assist other professional associations and national organizations with PREA-related efforts. These include 1,509 Contact Us requests, 84 Field-initiated Training and Technical Assistance contacts, and 335 sexual abuse and sexual harassment reports.

## NATIONAL PREA RESOURCE CENTER

### FIELD-INITIATED TRAINING AND TECHNICAL ASSISTANCE CONTACTS



## Conferences

Every year, PRC staff and partners engage with the fields of corrections and detention at multiple national and regional conferences. The PRC seizes these opportunities to connect with the field, provide implementation guidance for agencies, and to ensure the accuracy and integrity of the national discourse surrounding PREA implementation. A full list of the PRC's conference presentations is below.

### NATIONAL PREA RESOURCE CENTER

#### CONFERENCE PRESENTATIONS & KEY MEETINGS

EVENT	DATE	LOCATION
National Association for Civilian Oversight of Law Enforcement	October 2018	St. Petersburg, FL
American Correctional Association 2019 Winter Conference	January 2019	New Orleans, LA
"Understanding the Juvenile Justice System and Working with Youth who are Incarcerated"	February 2019	Denver, CO
American Probation and Parole Association Winter Training Institute	March 2019	Miami, FL
Western States Consortium Annual Meeting	April 2019	Airway Heights, WA
American Jail Association Annual Conference	May 2019	Louisville, KY
Juvenile Justice Symposium	July 2019	Biloxi, MS
American Correctional Association 2019 Summer Conference	August 2019	Boston, MA
North Dakota Department of Corrections	September 2019	Bismark, ND

## Targeted Training and Technical Assistance

In addition to responding to individual requests from the field, the PRC and its partners produce resources to supplement existing materials and strategically target gaps in current PREA implementation practices. In collaboration with partners including American University Washington College of Law's Project on Addressing Prison Rape, Just Detention International (JDI), the Moss Group, and the Vera Institute of Justice, the PRC continues to expand its library.

The PRC's targeted TTA activities in FY 2019 included numerous events and publications that supported implementation and education efforts. PRC staff assisted in developing the agenda,

led several workshops, and facilitated a question and answer session at the PREA Coordinators Conference. Staff also continued the PREA Standards in Focus publication series and partnered with JDI to produce the remaining documents in the series. To date, the PRC has published 18 documents in the series. Each document focuses on a single PREA standard and details, including:

- 1 The purpose of the standard
- 2 Key considerations that agencies must take into account as they address implementation
- 3 Significant challenges to implementation and advice on how to overcome them
- 4 Expectations of an audit of the standard
- 5 Further resources and any DOJ guidance for the specific standard

The PRC also continued to host regular webinars on topics that are critical to the field, such as the ongoing Power Hour: Chat with a PREA Expert series. Each webinar focuses on an individual standard and mirrors the content of the relevant Standard in Focus document. The PRC intends to continue hosting these webinars for each published Standard in Focus until the full series is complete. These webinars and publications have received positive feedback from PREA coordinators and compliance managers.

In addition to these materials, the PRC continued work on its new Culture Change Initiative, conducting a literature review on the topic. This project aims to explore the concept of culture change, to determine whether the PRC can create and test innovative approaches to meaningfully transform the culture within penal institutions in a way that makes them safer spaces for everyone, especially those most vulnerable to sexual abuse.

#### **AMERICAN UNIVERSITY**

American University Washington College of Law's Project on Addressing Prison Rape continues to monitor PREA-related case law, litigation, and other legal issues related to sexual safety in confinement, in addition to supporting the PRC's 2019 PREA Implementation and Audit Preparedness Training for Jails.

#### **JUST DETENTION INTERNATIONAL**

The JDI team has produced a number of new resources for the field in FY 2019. In addition, JDI has published a series of videos titled PREA and Culture Change, that harness stories from corrections officials and formerly incarcerated individuals to illustrate PREA's impact on the culture and conditions of confinement. These materials are published on the PRC's website and distributed through the monthly newsletter.

## **THE MOSS GROUP**

The Moss Group continued to develop a training resource package for first and second level managers to address culture and PREA implementation. This resource will include numerous written and video training scenarios for managers. The package will help identify supplemental materials from the National Institute of Corrections and the PRC, as appropriate. Topics addressed in the package include (but are not limited to) conflict management, staff wellness, PREA culture, responses to allegations, and professional boundaries.

## **VERA INSTITUTE OF JUSTICE**

The Vera Institute of Justice has continued its partnership with the PRC to support PREA implementation and resource development. Most significantly, this has included developing and publishing three tip sheets addressing the issues of language access planning, working with interpreters, and working with translators through an accompanying webinar. Staff also served as faculty for the 2019 PREA Implementation and Audit Preparedness Training for Jails.

## **Mini-grants**

The PRC also manages a mini-grant program that funds projects designed to address specific needs and challenges in PREA implementation.

## **JUST DETENTION INTERNATIONAL**

### **TOOLS OF ENGAGEMENT**

In their ongoing development of Tools of Engagement, Just Detention International (JDI) has published a series titled PREA Refreshers, a training resource designed to assist facilities in training staff; a PREA Compliance Managers Guide; and peer education materials. Each of these projects aims to fill gaps in the field and increase the impact of the PREA Standards in eliminating sexual abuse in confinement.

## **THE MOSS GROUP, INC.**

### **IMPLEMENTING THE FIRST LINE SUPERVISOR TRAINING PACKAGE**

The Moss Group continued to focus on PREA-related challenges that have historically received little guidance. This initiative aims to pilot the First Line Supervisor Training Package and is an expansion of The Moss Group's other projects addressing PREA Standards and culture.

## NATIONAL CENTER FOR LESBIAN RIGHTS

### MODEL POLICY

The National Center for Lesbian Rights collaborated with the Center for Children's Law and Policy on a major contribution to the field of PREA implementation—a *Model Policy for Transgender, Non-conforming, and Intersex Youth in Juvenile Facilities*. This model policy provides a blueprint of practices that promote the safety, dignity, and well-being of youth who are most at-risk of sexual harm in confinement. This publication offers thorough guidance and commentary on a range of issues and topics in confinement including intake, health care, reporting, and staff training. The publication also includes a helpful list of definitions and key terms, and a sample questionnaire.

## TEXAS ASSOCIATION AGAINST SEXUAL ASSAULT

### PILOT PROGRAM TO IMPROVE COUNTY JAIL PREA COMPLIANCE

The Texas Association Against Sexual Assault created a pilot program to help county jails begin implementing the PREA Standards. Many county jails have historically lacked the resources to start implementation, and this project aimed to jump-start the process and facilitate connections between peers in the field.

## VICTIM RIGHTS LAW CENTER

### CONFIDENTIAL COMMUNITY SERVICES ACCESS

The Victim Rights Law Center convened two national focus groups to learn from community-based victim service providers about their successes and challenges with providing services to survivors of sexual assault who are confined, “in as confidential a manner as possible.” The findings and experiences from these focus groups were collected in a report and shared in a webinar to support other correctional staff and service providers in their work.

## WITNESS TO MASS INCARCERATION

### WITNESS NETWORK

Witness to Mass Incarceration (Witness) continued its unique initiative addressing audit quality and the long-term effects of sexual abuse in confinement. Witness staff convened a Witness Network, a diverse group of formerly incarcerated lesbian, gay, bisexual, transgender, and intersex (LGBTI) individuals who are survivors of sexual abuse in confinement. The Witness Network attended virtual meetings with the PRC's subject matter experts and participated in interviews with Witness staff regarding the PREA Standards, the PREA audit, and their lived experiences of incarceration.

Following this year-long curriculum, the Witness Network produced a report of recommendations and three accompanying videos that illustrate the experiences of network members and how both action and inaction under PREA impacted their lives.

## PREA Implementation and Audit Preparedness Training for Jails

In partnership with the American Jail Association, the PRC offered a PREA Implementation and Audit Preparedness Training in June 2019 that specifically targeted the unique needs of jails. The 40-hour training was held in Linthicum Heights, Maryland during the week of June 10, 2019. A total of 91 trainees from across the country attended the event, where they participated in extensive workshops and presentations to improve their audit preparedness and their abilities to carry out long-term implementation of the PREA Standards.



LINTHICUM HEIGHTS, MD– PREA Implementation and Audit Preparedness Training for Jails. July 2019.

## PREA Academy

The inaugural class of PREA Academy, a multi-month online course designed by the PRC, began in September 2019. PREA Academy is a free online learning community designed to train and guide participants as they understand and implement the PREA Standards. The program's first course, PREA 101, exposes trainees to several topics, including the dynamics of sexual abuse in confinement, the PREA audit process and expectations, sensitivity to LGBTI issues, and the requirements of the PREA Standards. Through synchronous cohort meetings and asynchronous coursework, PREA Academy participants will gain:

- 1 Increased comprehension and understanding of the PREA Standards
- 2 Accessible training
- 3 Access to subject matter experts
- 4 Individualized coaching sessions

This unique program also offers participants the chance to network and engage with their peers.

## Advanced Technical Assistance

The PRC continued to support two advanced technical assistance projects operated by Just Detention International to supplement its other resources and initiatives.

### JDI & WYOMING DOC

JDI has continued its advanced technical assistance project with the Wyoming Department of Corrections. Emphasizing the challenges faced by rural agencies, this initiative seeks to build leadership and enhance community partnerships. JDI will publish recommendations based on their work in Wyoming in FY 2020.

### JDI & DELAWARE DOC

JDI advanced its work with the Delaware Department of Corrections; the Department of Services for Children, Youth, and their Families; and the Division of Youth Rehabilitative Services (DYRS). JDI developed several training models, including academy training for new DYRS staff, resident education models, peer education initiatives, and a curriculum titled “Creating a Safer Place for DYRS Youth and Staff.” JDI also conducted a review of the division’s PREA policy alongside other key policy provisions related to sexual safety. JDI will publish recommendations based on their work in Delaware in FY 2020.

## Bureau of Justice Assistance Coaching

The PRC continues to provide coaching assistance to numerous Bureau of Justice Assistance (BJA) grantees. These sites have received funds from BJA to support PREA implementation. Over the past year, the PRC coached the remaining open sites, listed below.

### ACTIVE BUREAU OF JUSTICE ASSISTANCE GRANTEES

AGENCY/GRANTEE	AWARD	PRC COACH
Wisconsin Department of Corrections	\$495,997	Peg Ritchie
New Mexico Department of Public Safety	\$500,000	Talia Huff
New York City Department of Corrections	\$493,280	Talia Huff
Rosebud Sioux Tribe	\$249,963	Beth Layman
Texas Department of Corrections	\$437,663	Talia Huff

## SPOTLIGHT: ROSEBUD SIOUX TRIBE

The PRC's partnership with the Rosebud Sioux Tribe has continued to flourish and has resulted in significant progress toward PREA implementation, supported by BJA's grant program. Over the course of the grant, the following goals have been met:

- 1 Reviewing and revising Wanbli Wiconi Tipi's agency policies and procedures, bringing them into compliance with the PREA Standards and best practices for preventing sexual abuse.
- 2 Developing a trauma-informed, culturally appropriate response to sexual assault reports, ensuring that incarcerated survivors have access to the same quality of care that is available in the community.
- 3 Developing PREA resident education programs that address the particular needs of youth held in Wanbli Wiconi Tipi.
- 4 Additionally, FY19 has seen ongoing progress toward developing and disseminating a model for PREA implementation in tribal facilities, establishing Wanbli Wiconi Tipi as a national leader and addressing the current lack of suitable models for PREA compliance in such facilities.

## PREA Working Group

To further supplement the resources available to the field, the PRC continues to collect frequently asked questions related to the PREA Standards and presents memos addressing the questions to the DOJ's PREA Working Group. The working group then responds to each question and provides interpretive guidance on each item. This interpretive guidance is then published on the PRC website's Frequently Asked Questions page.

Guidance in FY 2019 included providing clarification on topics such as employee and contractor background checks, and contracts with other public or private confinement agencies. Although the number of questions received and addressed by the PREA Working Group has shrunk significantly since the standards were first published, DOJ continues to carefully monitor incoming questions and issue new interpretive guidance as necessary to meet the needs of the field.



# Communications

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**The PRC communicates with juvenile and adult corrections, law enforcement, victim advocacy stakeholders, and DOJ-certified PREA auditors through the publication of newsletters and website content, in addition to the frequent webinars and conference presentations provided by the TTA team.**

## Website

The PRC maintains an expansive website and serves as a hub for PREA-related resources and information. The resource library contains more than 350 entries comprised of training curricula, tools, webinars, publications, and research that assists agencies to maintain sexual safety within their institutions. The website also provides information for PREA-related funding opportunities, details on the PREA audit (including a comprehensive list of all current and former DOJ-certified PREA auditors), and DOJ's interpretive guidance of the standards on the Frequently Asked Questions page. The PRC's site is also the source of field-initiated TTA through the "Contact Us" and "Request Assistance" functions. In FY 2019, the PRC began work on an extensive redesign that will overhaul the architecture, visual design, and accessibility of the website. The redesigned site will be launched in 2020.

## Newsletters

Newsletters are a critical means of communicating with the field of PREA stakeholders about new resources, upcoming events, training opportunities, DOJ guidance regarding standards interpretation, and other updates. The PRC produced and published 12 newsletters and 10 topic-specific updates to its mailing list in FY 2019. Each edition reached an audience of 13,351 subscribers and was then further distributed by professional associations, agencies, and other groups. In addition, the PRC published 10 auditor newsletters and eight special announcements distributed to all DOJ-certified PREA auditors.

# Conclusion

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**This past year the PRC has significantly expanded its capacity, reach, and tangible accomplishments.**

This expansion can be seen through the increased depth and breadth of the resources PRC has provided through training and technical assistance; through the growing sophistication of its data collection and analysis; and through the increasingly responsive and irreplaceable support it provides to the PREA audit function. Projects like the PREA Academy and implementation trainings for jail administrators and staff, along with growing numbers of requests for assistance—including from previously under-served sectors of the adult and juvenile corrections and law enforcement fields—that the PRC meets with resources and TA, are all markers of the growing breadth of the PRC's reach. And as the number of audited facilities increases, so do expectations for not only the quality of those audits, but also the accountability that auditors are subjected to, and DOJ's knowledge about the auditors and audits taking place. The PRC, under the guidance and the expert stewardship of PMO, has been able to keep pace not only with the growing numbers of audits, but also the rising expectations for the audit function. In all these ways, the PRC has continued to demonstrate that it is a critical and invaluable tool in the DOJ's vital efforts to realize PREA's promise and eliminate sexual abuse in confinement.

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

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