



Performance-*based*
Standards



Using PbS Data and New Resources to Prevent and Monitor Sexual Victimization and Harassment

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Introduction

PbS was Developed to Promote and Ensure Safe and Healthy Facility Cultures

The Department of Justice's final rule, Adopting National Standards to Prevent, Detect and Respond to Prison Rape, signed by the attorney general on May 16, 2012 and published in the Federal Register for comments, notes that performance-based outcomes are the most cost-effective way to create a zero tolerance culture; at the same time, considering barriers to reporting and investigation, the focus of the Prison Rape Elimination Act (PREA) is on policies and procedures.

Performance-based Standards (PbS), a nationally-recognized data-driven improvement model grounded in research and promising approaches, promotes a holistic approach to create and sustain safe and healthy facility cultures, including zero tolerance for sexual assault and sexual harassment. This is accomplished by monitoring outcomes and data that indicate whether PREA standards and a zero tolerance culture are operationalized in daily practice and offer opportunities for prevention, improvement and sustaining practices that contribute to a safe, transformative environment and successful PREA audit experience.

This approach is consistent with PbS' originating mission when launched by the Council of Juvenile Correctional Administrators (CJCA) over 20 years ago to both improve conditions in youth facilities reported in the 1994 Conditions of Confinement Study, and, per the aim of the Office of Juvenile Justice and Delinquency Prevention (OJJDP), establish performance outcomes to continually monitor quality of life and services and prevent deterioration and unsafe cultures. Providing services and rehabilitative programming within safe, healthy cultures to improve youths' lives has continued to be a principal responsibility of juvenile facilities.

In addition to calling for the development of national standards with the highest expectations for facility operations, services and youths' daily experiences, the report of the Conditions of Confinement Study found that adherence to existing process standards did not result in better conditions. Today, when describing evolving and successful improvement efforts, agency and facility leaders who participate in PbS emphasize safe and healthy cultures and tracking key indicators of safety as requisite for progressive, effective and lasting improvements.

In 2004 PbS won the Innovation in American Government Award for uniquely and effectively addressing conditions of confinement. Today, about 200 facilities and programs in 36 states participate in PbS and report quantitative data from administrative forms, incident reports and youth records as well as qualitative data from surveys of youths, staff and families every April and October. PbS uses this data to provide participants with outcome measure reports on areas of facility management including safety, order, security, health, behavioral health, family and social supports, justice, programming and reintegration. This information provides facilities with a measure of how they are doing in meeting PbS' standards.



PbS' Sexual Victimization Data

Participants Collect and Report both Qualitative and Quantitative Information

PbS participating facilities collect and report sexual assault and victimization data through surveys of youths, staff and families and administrative records and incident reports. Similar to the PREA survey, PbS asks youths if they have been forced to engage in sexual activity. [The same question also is asked by the Survey of Youth in Residential Placement (SYRP).] In April 2016, the most recent PbS data collection period, 2% of youths in all PbS facilities responded "Yes" to the Youth Climate Survey question: "Within the last six months at this facility, has anyone forced you to engage in sexual activity?" A total of 3,493 answered the question in April 2016 and 83 responded "Yes." Looking at the responses by facility type, the percent in correction facilities was slightly more than 2% (66 youths replied "Yes" out of 2,439 who answered the question) and slightly less in detention facilities (15 youths replied "Yes" out of 802 who answered the question) and in assessment centers (two youths replied "Yes" out of 252 who answered the question.) Please see Figure 1.

Consistently over the past few years about 2% of youths in PbS facilities have reported they were forced into sexual activity. To help reduce that number and promote safe and healthy facility cultures, PbS released an issue brief in July 2013 entitled: *Preventing and Monitoring Sexual Victimization*. The brief explains PbS' holistic approach to best ensure zero tolerance of sexual assault and sexual harassment and provides strategies to respond effectively to youths' reports of forced sexual activity.

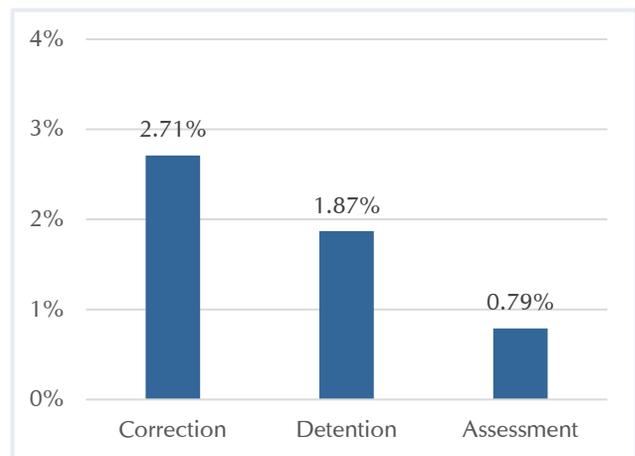


Figure 1: April 2016 responses by facility type to Youth Climate Survey question, "Within the last six months at this facility, has anyone forced you to engage in sexual activity?"

Following that brief, PbS launched a pilot project with the Greene County Juvenile Detention Center (GCJDC) in Missouri to develop new tools and resources to help facilities create and sustain zero tolerance cultures as well as prepare for PREA audits using PbS data. This new issue brief presents the findings and products resulting from that work.



Pilot Project with Greene County Juvenile Detention Center

New PbS Resources Developed to Help with PREA

In preparation for the implementation of the PREA standards and audits of youth correction and detention facilities, in 2013 PbS partnered with GCJDC to create tools to support facility work to prevent, monitor and respond to indicators of sexual assault and sexual harassment. GCJDC, then led by Superintendent Marie Swope, obtained a grant from the national PREA Resource Center that selected the use of PbS outcome data to help establish and sustain a zero tolerance culture. Working together, GCJDC and PbS created tools and approaches for facilities to create and sustain zero tolerance cultures by integrating PbS' holistic approach and data.

The work began with an extensive exercise over the course of a year to connect PbS data and outcome measures to PREA standards. The goal was to equip facilities with information on where to intervene in order to reduce opportunities for sexual assault and sexual harassment and align their work with the intent of the PREA standards.

To test how the data can be used to monitor zero tolerance cultures, GCJDC developed a PbS Facility Improvement Plan (FIP) with the goal of creating, implementing and monitoring PREA policies and procedures. GCJDC selected the Youth Climate Survey question asking youths if staff members are interested in what they have to say as a qualitative measure of a zero tolerance culture that ensures openness to reporting. The FIP provided an example of how the facility used PbS' researched-based improvement planning process and data to measure PREA implementation and prepare for an audit. It also served as an ongoing communication tool for GCJDC administration, colleagues and all detention staff to collaboratively create policies and procedures, to talk about strategies to achieve and sustain zero tolerance and to prepare for the pending PREA audit.

Looking at all PbS facilities, in April 2016 the majority of youths (75%) reported that staff members were interested in what they have to say (yes or sometimes) and 18% reported negatively. Please see Figure 2. In October 2013, when GCJDC's initiated their FIP regarding their PREA work, 88% of youths reported that staff were interested in what they have to say. Just prior to the end of PbS' pilot with GCJDC, in October 2015, this increased to 91%.

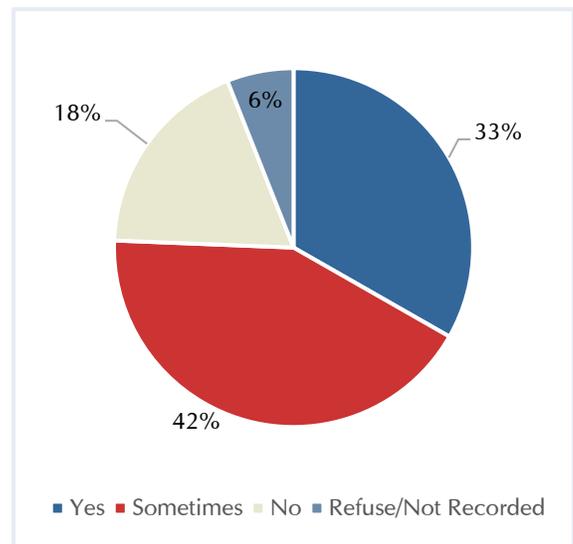


Figure 2: April 2016 responses to Youth Climate Survey question, "Are staff members interested in what you have to say?"



Introducing Two New Tools

PbS developed two tools to connect the data and outcomes that are related to the PREA standards to create zero tolerance cultures.

- *Mapping Performance-based Standards (PbS) to the Prison Rape Elimination Act (PREA)*, a new resource document mapping PbS data and outcomes with the related PREA standards and
- *Zero Tolerance for Sexual Abuse*, a specific domain section within the PbS Blueprint that offers a blueprint for addressing areas of concern and creating improvement plans.

Agencies and facilities can use the tools to both monitor how well zero tolerance policies are working and identify and appropriately respond to early signals of potential “slips” or unsafe conditions. The tools provide guidance for using the PbS FIP process to address significant or persistent concerns.

PbS-PREA Mapping Document

The PbS-PREA mapping document entitled: *Mapping Performance-based Standards (PbS) to the Prison Rape Elimination Act (PREA)*, is a comprehensive overview identifying the specific PbS’ data and outcomes that indicate whether a specific PREA standard is being met. In addition to incident-related outcome measures and data (e.g., self-reported forced sexual activity, inappropriate sexual behavior, sexual assault), it includes PbS’ qualitative data from youth, staff and family surveys that serve as key indicators of culture and safety from sexual assault and other forms of victimization (e.g., if youths know how to find help if someone assaults or threatens them and whether they are confident private conversations cannot be overheard).

The PbS-PREA mapping document presents the information in a table format so users can go easily to a specific PREA standard and find the PbS data and outcomes related to that standard and the PbS reports in which the data are located. The final section of the document links PREA-mandated incident reviews and PbS’ FIP model to offer another example of how the FIP format and process can be used to improve, monitor and sustain zero tolerance cultures.

PbS Blueprint

Whereas the PbS-PREA mapping document begins with the PREA standards and makes the overarching PbS-PREA connections, the *Zero Tolerance for Sexual Abuse* domain of the PbS Blueprint focuses on connecting the zero tolerance data with other indicators of facility safety, practices and policies in topical domains that can be targeted to respond to outcomes in need of improvement.

Each domain in the PbS Blueprint presents the goals, standards, outcome measures, related data, policies and research together in an interactive electronic format for guidance and easy access when designing FIPs. When a facility identifies an area in need of attention and improvement (e.g., percent of



youths who report being forced to engage in sexual activity and staff rating of the training, daily communications and follow through regarding PREA/ zero tolerance) the facility staff can refer to the zero tolerance domain of the PbS Blueprint to access a wealth of information to guide their work. If questions arise as to which PREA standard(s) is applicable to the data, the PbS-PREA mapping document contains additional information.

Next Steps

More New Resources

To continue to assist jurisdictions and facilities with establishing and sustaining a zero tolerance culture to prevent sexual assault and sexual harassment, PbS is considering the development of a specific report for PREA-related data and supplemental surveys for a deeper dive into the data.

- A PREA-specific report would provide a quick, one-click place to look at the PbS incident and summary data that is most central to ensuring a zero tolerance culture in order to easily identify key areas that need a closer look and also to highlight the good work the facility is doing to keep youths safe.
- Supplemental surveys for youth, staff and families would follow up on existing questions relevant to PREA to solicit more in-depth information to enhance opportunities to identify, analyze, respond to and prevent incidents of sexual assault and sexual harassment. For example, staff training questions would be developed to gauge the effectiveness of PREA training programs in areas like gender-specific supervision and searches and youth and family surveys could be created to better understand the transparency and accessibility of contact with family, community members and attorneys.

PbS welcomes feedback and ideas from participants to help continue to identify ways to support efforts to establish and sustain healthy cultures that utilize current research and shared promising approaches to effectively prevent, identify and respond to sexual victimization and sexual harassment along with other forms of victimization or unsafe/unhealthy conditions. Our goal is to provide data and tools to support facilities as they create and sustain facility climates that foster youths' positive development and deliver effective rehabilitative programming, paving the way for a successful return to their families and communities.

PbS Issue Brief Series

PbS recognizes that youths deserve to be treated as individuals with strengths and needs, within the context of their families. PbS is committed to treating all youths in custody as one of our own and providing national standards, outcome measures, a quality assurance process, training and technical assistance to help implement research-based and best practices. For more information, please visit: <http://pbstandards.org>.

