

# DAJD PREA Annual Report

2022 Reported Incident Data

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2022

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Department of Adult  
& Juvenile Detention

## PRISON RAPE ELIMINATION ACT (PREA) ANNUAL REPORT

*This Annual Report of the King County Department of Adult & Juvenile Detention includes PREA information for the Adult Jails (KCCF & RJC), Juvenile Facility, and Work Release (WER).*

### PREA Intent, Purpose & Background

The Prison Rape Elimination Act (PREA) was established in 2003 to address the problem of sexual abuse and sexual harassment of persons in the custody of U.S. correctional agencies. Major provisions of PREA include the development of standards for detection, prevention, and respond to sexual abuse and sexual harassment of inmates while in our secure custody. The Act applies to all public and private institutions that house adult or juvenile offenders and is also relevant to community-based agencies. DAJD has adopted a zero tolerance policy on issues pertaining to sexual abuse and sexual harassment involving inmates and is working continuously to implement new policies, training requirements for staff and inmates, and standards for detection, prevention, reduction and punishment of prison rape.

Federal regulation asks that each facility collect and review data "...in order to assess and improve the effectiveness of its sexual abuse prevention, detection, and response policies and training" (Standard 115.88a). In addition, it requires all correctional facilities to conduct sexual abuse incident reviews and collect "accurate, uniform data for every allegation of sexual abuse at facilities under its direct control using a standardized instrument and set of definitions." (Standard 115.87 a).

Annual reports from prior years can be retrieved online at:

<https://www.kingcounty.gov/depts/jails/prison-rape-elimination-act.aspx>

## Set of Definitions/Acronyms:

**ADP:** Average Daily Population

**Allegation:** A claim or assertion that someone has done something illegal or wrong, typically one made without or prior to proof. The term “PREA Allegations/Reports” refers to claims made by each and every victim and suspect involved in a PREA Case to ensure all distinct attributes (race, gender, age, etc.) are acknowledged and included in the data provided.

**BJS:** Bureau of Justice Statistics

**DOJ:** Department of Justice

**Inmate Abusive Sexual Contact:** Sexual contact of any person without his or her consent, or of a person who is unable to consent or refuse; And Intentional touching, either directly or through the clothing, of the genitalia, anus, groin, breast, inner thigh, or buttocks of any person. [PREA 28 CFR Part 115] [SURVEY OF SEXUAL VICTIMIZATION]

**Inmate Nonconsensual Sexual Act/Abuse:** Any of the following acts between inmates, detainees, or residents if the victim does not consent, is coerced into such act by overt or implied threats of violence, or is unable to consent or refuse: contact between genitals, between mouth and genitals, penetration of genital or anal opening of another person, however slight, by a hand, finger, object, or other instrument; [PREA 28 CFR Part 115] [SURVEY OF SEXUAL VICTIMIZATION]

**Inmate Sexual Harassment:** Repeated and unwelcome sexual advances, requests for sexual favors, or verbal comments, gestures, or actions of a derogatory or offensive sexual nature by one inmate, detainee, or resident directed toward another. EXCLUDE incidents in which the contact was incidental to a physical altercation. [PREA 28 CFR Part 115] [SURVEY OF SEXUAL VICTIMIZATION]

**KCCF:** King County Correctional Facility

**PREA:** Prison Rape Elimination Act

**PREA Allegation/Report:** Counts each and every victim and suspect involved in PREA cases to ensure all distinct attributes (race, gender, age, etc.) are acknowledged and included in the data provided. The data in these tables will not match the exact number of PREA cases due to multiple victims or suspects included in some cases.

**PREA Case:** A situation or set of incidents that may involve the same victims and suspects on particular incident date(s). We see each PREA Case as a set of alleged actions linked together by virtue of the same incident date and suspect(s) or different dates involving the same victim and suspect over time.

**MRJC:** Maleng Regional Justice Center

**SAIRC:** Sexual Abuse Incident Review Committee

**Staff Sexual Harassment:** Repeated and unwelcome verbal comments or gestures of a sexual nature to an inmate by a staff member, contractor, or volunteer, including demeaning references to gender, sexually suggestive or derogatory comments about body or clothing, or obscene language or gestures. [PREA 28 CFR Part 115] [SURVEY OF SEXUAL VICTIMIZATION]

**Staff Sexual Misconduct/Abuse:** *[paraphrased from PREA 28 CFR Part 115] Any of the following acts toward an inmate by a staff member, contractor, or volunteer with or without consent: contact between genitals, between mouth and genitals, penetration of genital or anal opening, however slight, by a hand, finger, object, or other instrument; intentional touching/contact, either directly or through clothing of the genitalia, anus, groin, breast, inner thigh, or the buttocks that is unrelated to official duties or where the staff member, contractor or volunteer has the intent to abuse, arouse, or gratify sexual desire; any attempt, threat or request by a staff member, contractor or volunteer to engage in the activities above; display by a staff member, contractor, or volunteer of his or her uncovered genitalia, buttocks, or breast in the presence of an inmate and voyeurism by a staff member, contractor or volunteer. [PREA 28 CFR Part 115] [SURVEY OF SEXUAL VICTIMIZATION]*

**Substantiated Allegation:** *Allegation that was investigated and determined to have occurred [PREA 28 CFR Part 115.5].*

**Unfounded:** *Allegation that was investigated and determined not to have occurred [PREA 28 CFR Part 115.5].*

**Undetermined:** *Allegation whose investigation is not yet closed (i.e. the investigation is open, underway).*

**Unsubstantiated Allegation:** *Allegation that was investigated and the investigation produced insufficient evidence to make a final determination as to whether the event occurred [PREA 28 CFR Part 115.5].*

**WER:** *Work, Education & Release (program discontinued as of 2021)*

## Population Information

Table 1. 2013 – 2022 Average Daily Population (ADP), by Facility

	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
KCCF	1,101	1,138	1,129	1,139	1,189	1,177	1,159	755	746	1146
MRJC	696	771	795	776	882	785	817	716	570	351
Juvenile	58	57	60	50	50	53	43	27	22	34
WER	133	142	88	70	80	80	80	17	NA	NA

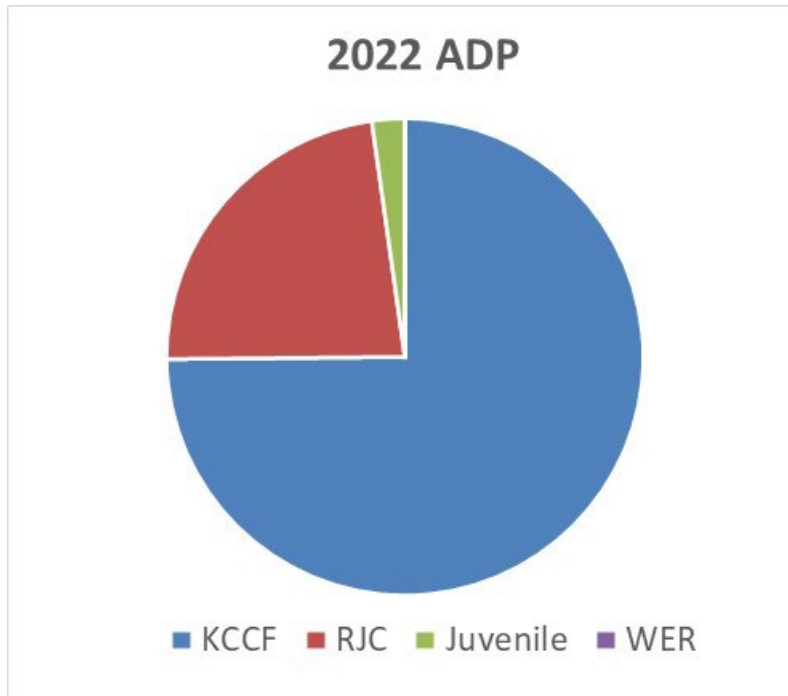


Figure 1. Average Daily Population (ADP), by Facility

Note: In May of 2020, Work Education Release (WER) population dropped to zero. The WER program zero population continues through to the time of this report. In the fall of 2017, DAJD made a change in housing location for youth who are under the age of 18 and who are charged with adult crimes in Superior Court. In the past, these youth were housed in one of DAJD’s adult facilities but are now being housed at the Youth Service Center (YSC). This report combines the two populations, youth whose crimes are being adjudicated by the Juvenile Division of the Superior Court (Juvenile Secure) and Long-term Juvenile Secure youth that are charged with adult crimes and held under the jurisdiction of Superior Court, or for whom the Prosecuting Attorney’s Office has filed for a hearing to decline juvenile court jurisdiction.

Additional information regarding our Average Detention Population (ADP) data such as gender, age, race/ethnicity can be found on our DAJD statistic website here: <https://kingcounty.gov/en/dept/dajd/courts-jails-legal-system/data-reports/population-information>

## PREA Cases & Allegations/Reports

This section presents data on allegations, the nature of the allegation, and the findings of a thorough investigation into each allegation. DAJD tracks all allegations (included attempted acts) reported as potentially sexual abuse and sexual harassment.

The Department provides multiple reporting methods to encourage reporting. The most common and preferred method used over years is by reporting to a staff member who relays the report to initiate an investigation. Other forums used include: paper forms (grievances and “kites”), staff who reported observed or suspected acts, reports made through a direct line to the King County Ombudsman’s Office, or through third parties on behalf of the victim.

### Important Information:

The number of PREA allegations is counted according to Department of Justice (DOJ) BJS, counting one allegation for each victim and suspect pair in a case.

The following data counts PREA allegations for each and every alleged victim and suspect involved in a PREA case. Should an allegation name multiple persons, each is counted as a separate allegation. Should a case allege both sexual harassment and sexual abuse by a person, there is a finding for each type of alleged act.

The Department may receive an allegation that an inmate was sexually abused while confined at another facility. In these cases, DAJD ensures that the head of the facility or appropriate office of the agency where the alleged abuse occurred is notified to take appropriate action. The DAJD annual PREA report’s detailed findings will include only allegations of events that occurred in DAJD facilities.

Data is current as of this year. Data from prior year reports may not match this report, due to findings of now closed cases reported as “undetermined” in past years. Data set is updated this year for any cases from past years that closed.

There is one (1) 2022 cases open (or undetermined) as of the date of this report. This case is being investigated by SPD/KPD and DAJD is awaiting the closure and notification of finding.

## PREA Allegations by Facility

In 2022, there were 61 allegations investigated in DAJD correctional facilities. Allegations by facility for 2022 are shown in Table 2. The population in 2022 was higher than in 2021, and not as high as the population in years prior to 2020.

Figure 2 shows the location by facility of the unsubstantiated and substantiated findings. KCCF is the larger facility that tends to have more substantiated and unsubstantiated findings most years.

Every year DAJD takes corrective actions to respond to trends or changes in allegations and findings as described in the Summary of Corrective Actions.

## Findings of Allegation Investigations

DAJD ensures that an administrative or criminal investigation is completed for all allegations of sexual abuse and sexual harassment. Figures 2 and 3 show the relative frequency of findings across years. Table 3 indicates the substantiated and unsubstantiated findings of investigations over time at a greater level of detail, to include who the alleged perpetrator was and the type of sexual abuse alleged.

An investigation may close with a finding that the allegation is substantiated, unsubstantiated, or unfounded. It may be undetermined (open) at the time of this report. An investigator may also determine that the allegation submitted does not allege an act that meets the PREA definition of sexual abuse or sexual harassment.

An investigation may close that determines the alleged act does not meet the PREA definition of a sexual abuse or sexual harassment acts. Since 2020, the PREA auditor recommended that we do not report alleged acts incorrectly submitted as sexual abuse or sexual harassment acts. An initial investigation by a specially trained investigator is always conducted to make this determination. It is then handled as appropriate, for example, as a grievance of verbal harassment or occurring while not in custody.

An investigation may not be closed at the time of the annual report. Undetermined finding indicates that the allegation is still under investigation or open at the time of this report. One (1) allegation is still under open investigation (Undetermined) at the time of this report.

An investigation finding of Unfounded means an allegation was investigated and determined not to have occurred. The alleged act does meet the PREA definition of sexual abuse or sexual harassment, but evidence is present that indicates it did not occur. Thirty-five (35) allegations closed as unfounded at the time of this report.

Allegations closed as Unsubstantiated are determined to have a lack of evidence to make a final determination as to whether or not the event occurred. Reasons may be lack of evidence, given age of the event or lack of names, dates, or locations to support gathering evidence. Nation-wide, it is more common to have unsubstantiated findings than to have substantiated findings. Sixteen (16) allegations closed as Unsubstantiated at the time of this report.

Allegations closed as Substantiated meet the definition of sexual abuse or harassment and are determined to have occurred based on a preponderance of evidence. Nine (9) allegations closed as Substantiated at the time of this report.

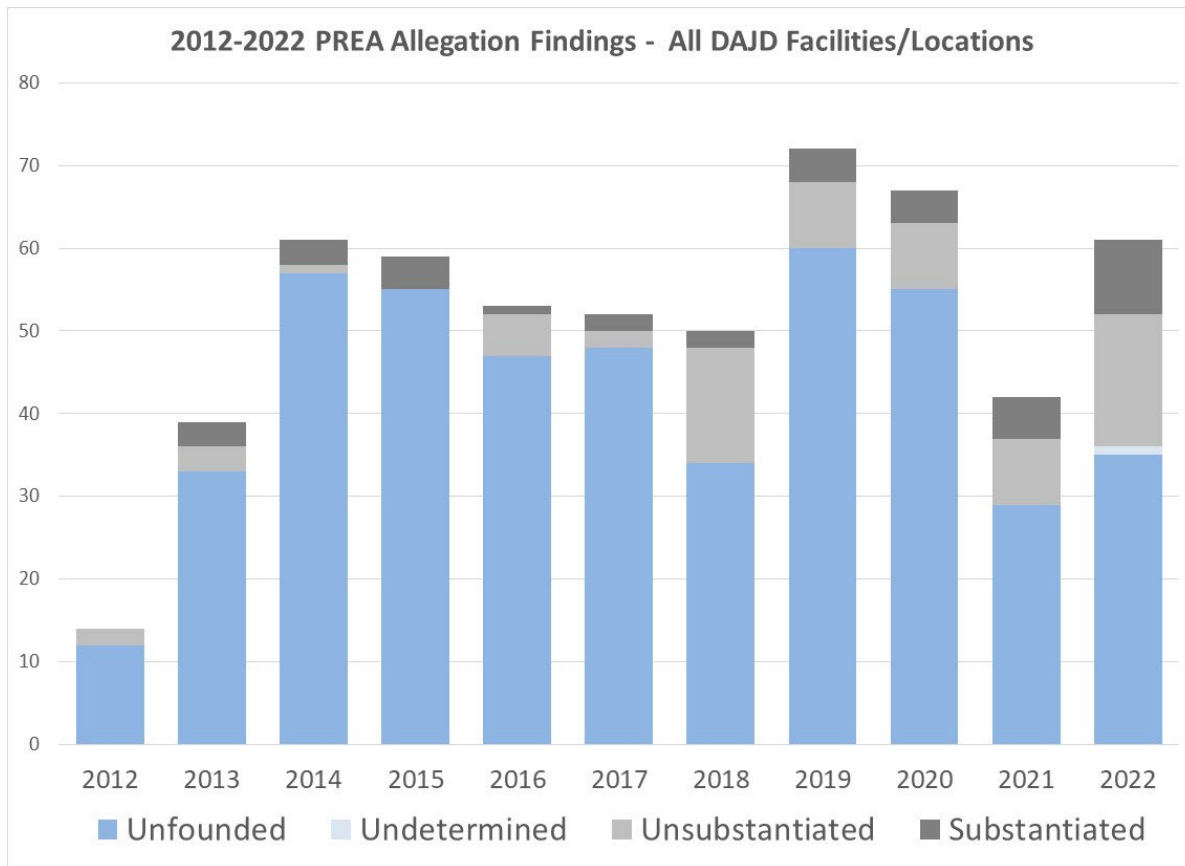
Allegations closed as substantiated and unsubstantiated are subject to further SAIRC review, as discussed in the next section. The purpose of SAIRC review is to ensure proper process was followed for each case and to identify any changes to policy or procedure that could improve performance in the future.



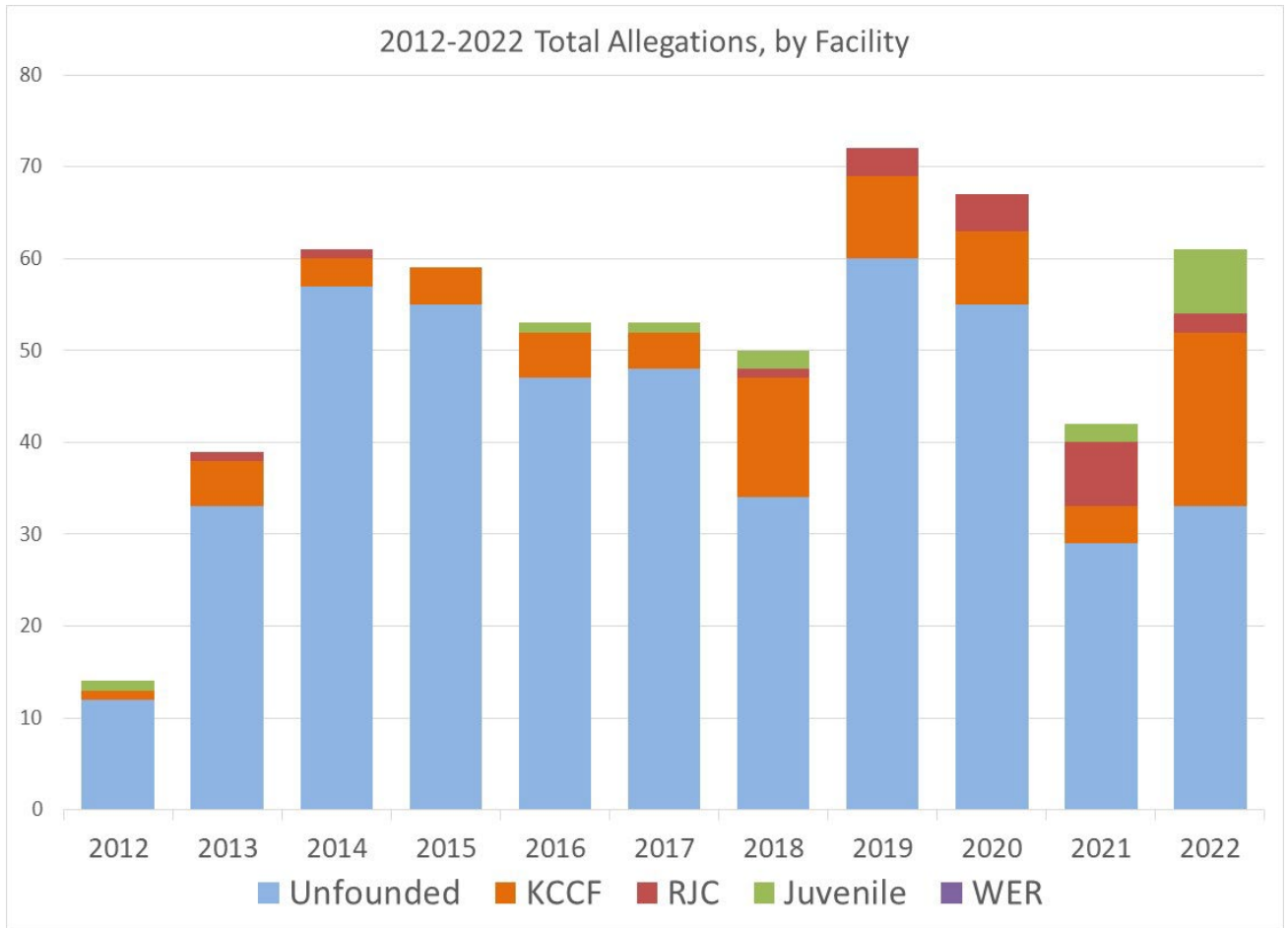
**Table 2. 2022 PREA Allegation Findings of Investigations, by Facility**

	<i>All Allegations</i>	Unfounded	Undetermined	Unsubstantiated	Substantiated
All DAJD Facilities	<b>61</b>	35	1	16	9
KCCF	<b>41</b>	24	1	11	5
MRJC	<b>10</b>	8	0	0	2
Juvenile	<b>10</b>	3	0	5	2
Unknown	--	--	--	--	--

**Figure 2. 2012-2022 PREA Allegations, by Findings of Investigations, all DAJD Facilities**



**Figure 3. 2012-2022 PREA Allegations, by Location of Investigations, by DAJD Facility**



### PREA Allegations by Investigation Determination

DAJD follows Bureau of Justice definitions to report types of sexual abuse and sexual harassment allegations in Table 4. The Bureau of Justice Statistics group (BJS) took the PREA definitions of sexual abuse and sexual harassment and then further broke the categories apart. The BJS categories allow the reader to better distinguish between who is involved in allegations and the severity of the allegation. DAJD adds the term inmate (IM) or staff to further clarify who was involved. See the definitions section for a description of the allegation types.

Table 3. 2012 – 2021 PREA Allegations in DAJD facilities, by investigation determination.

	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
<b>Total Allegations</b>	39	61	59	53	52	50	72	67	42	61
<b>Unfounded Allegations</b>	33	57	55	47	48	34	60	55	29	35
<b>PREA Allegations: Unsubstantiated, Substantiated,</b>	<b>6</b>	<b>4</b>	<b>4</b>	<b>6</b>	<b>4</b>	<b>16</b>	<b>12</b>	<b>12</b>	<b>13</b>	<b>25</b>
<b>PREA Allegations: Undetermined</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>
Inmate and Inmate										
Inmate Nonconsensual Sexual Act										
Substantiated	2	0	0	0	0	0	1	0	0	0
Unsubstantiated	0	0	0	2	1	6	5	4	0	2
Undetermined (open)	0	0	0	0	0	0	0	0	0	0
Inmate Abusive Contact										
Substantiated	0	0	4	0	0	0	0	0	0	1
Unsubstantiated	1	0	0	2	1	2	2	1	2	1
Undetermined (open)	0	0	0	0	0	0	0	0	0	0
Inmate Sexual Harassment										
Substantiated	1	3	0	1	2	2	1	4	5	8
Unsubstantiated	0	1	0	1	0	2	1	1	5	11
Undetermined (open)	0	0	0	0	0	0	0	0	0	0
Staff and Inmate										
Staff Sexual Misconduct										
Substantiated	0	0	0	0	0	0	1	0	0	0
Unsubstantiated	1	0	0	2	1	2	0	2	0	1
Undetermined (open)	0	0	0	0	0	0	0	0	0	1
Staff Sexual Harassment										
Substantiated	0	0	0	0	0	0	1	0	0	0
Unsubstantiated	1	0	0	0	0	2	0	0	1	1
Undetermined (open)	0	0	0	0	0	0	0	0	0	0

## Sexual Abuse Incident Review Committee

Department policy mandates zero tolerance toward all forms of sexual abuse and sexual harassment. The Sexual Abuse Incident Review Committee (SAIRC) was formed by DAJD in February 2013 to comply with PREA Standards 115.86 (Adult), 115.386 (Juvenile) and 115.286 (Community Confinement/WER) Sexual Abuse Incident Reviews. According to these standards, DAJD must conduct a sexual abuse incident review at the conclusion of each sexual abuse investigation except when the allegation is determined as unfounded. These reviews typically occur within 30 days of the conclusion of a PREA Case investigation. The review team includes upper-level management (with input from line supervisors) and medical or mental health practitioners. For each investigation the SAIRC reviews the following criteria:

1. Consider whether the allegation or investigation indicates a need to change policy or practice to better prevent, detect, or respond to sexual abuse;
2. Consider whether the incident or allegation was motivated by race; ethnicity; gender identity; lesbian, gay, bisexual, transgender, or intersex identification, status, or perceived status; or gang affiliation; or was motivated or otherwise caused by other group dynamics at the facility;
3. Examine the area in the facility where the incident allegedly occurred to assess whether physical barriers in the area may enable abuse;
4. Assess the adequacy of staffing levels in that area during different shifts;
5. Assess whether monitoring technology should be deployed or augmented to supplement supervision by staff.

SAIRC confirms that routine corrective actions have taken place and then asks if other actions are also needed. They review the PREA checklist, which documents immediate actions such as separation of the alleged perpetrator and provision of medical and mental health care and forensic exams. Retaliation monitoring is conducted following allegations to prevent retaliation. "Keep separates" are entered to prevent housing alleged victims and perpetrators for each substantiated and unsubstantiated case. Whenever a case is closed as substantiated, a new PREA risk assessment is conducted to determine if the risk rating of the persons involved has changed as a result.

## Summary of Corrective Actions

During 2022, DAJD initiated several changes to improve our practices to prevent, detect, and respond to incidents. Some efforts launched in 2022 are summarized below. Each SAIRC review of each substantiated and unsubstantiated case looked for opportunity to ensure proper process was followed and any lessons learned implemented. Other ongoing work is to find opportunities to better meet the intent of the PREA standards, conduct regular internal checks, or conduct audit preparations.

Instances of sexual harassment appeared to increase in 2022 for the Juvenile and the KCCF facility, and to decrease in 2022 for the MRJC facility.

A deep dive review was conducted in coordination with the Directors to better understand any driver and similarities between cases behind the 2022 trend. Therefore, the summary corrective actions in this 2022 report include planned actions for 2023 specific to response to this report trends are included here as well.

In 2022 the Juvenile Division's new facility CCFJC underwent its first audit. CCFJC had worked to prepare prior to the audit, partnering with PREA coaches to review its facility operations as part of a DOJ PREA grant

2019-2022. Juvenile Division passed its audit, and additionally earned an 'exceeded standards' in six standards:

- 115.311 - Zero tolerance of sexual abuse and sexual harassment; PREA coordinator
- 115.315 - Limits to cross-gender viewing and searches
- 115.317 - Hiring and promotion decisions
- 115.321 - Evidence protocol and forensic medical examinations
- 115.333 - Resident education
- 115.341 - Obtaining information from residents

### King County Correctional Facility (KCCF) and Maleng Regional Justice Center (MRJC)

- Updated a job aid provided in addition to training, as a handy reference to guide best practices for the preliminary investigation and documentation in our newer software system, JMS.
- Conducted a quality assurance check of investigation documentation in adult facilities following launch of a new software system. Documentation verified as complete and minor improvements underway in 2023 to improve 'searchability' to aggregate data for the annual report.
- Updated the victim notification letter to standardize language used across divisions.
- (2023) Conducted a series of refresher case-based review training drills for Captains to better review and monitor investigation process.

### Juvenile Detention Facility

- Passed 2022 PREA Audit with 6 'Exceeds Standards' and 37 'Standards Met.'
- Updated the victim notification letter to standardize language used across divisions.
- (2023) Approved funding additional ongoing, interactive PREA education for youth provided by public health educators on healthy relationships and consent to counter an observed increase in sexually harassing behaviors.

### References

- Data Sources:
  - DAJD Statistics and DAR Reports
  - DAJD Director's PREA Log/Spreadsheet
- Information Sources:
  - PREA Resource Center: <http://www.prearesourcecenter.org/>

## Appendix A. PREA Annual Report Methodology

This appendix provides an overview of the general method and notes changes in data gathering practices over time. DAJD continues to strive for the most accurate and relevant information, including efforts to remain compliant with dynamic PREA standards. As a result, some aspects of the methodology change over time.

The DAJD methodology adheres to directives in PREA § 115.87 Data collection, § 115.88 Data review for corrective action, and § 115.89 Data storage, publication, and destruction. DAJD meets the PREA requirement to include data necessary to respond to the most recent version(s) of the Department of Justice Survey of Sexual Violence (since renamed to the Survey of Sexual Victimization) (SSV).

The Department of Justice (DOJ) SSV methodology can change slightly over time and varies between youth and adult collections. In 2005 BJS began gathering information on substantiated incidents of sexual victimization. In 2013 DOJ's Bureau of Justice Statistics (BJS) began collecting data on inmate-on-inmate sexual harassment. DOJ Survey of Sexual Violence data are collected on counts of sexual violence allegations for each year. For any substantiated allegations, further information is collected.

DAJD data on the inmate population is already shared with the public. Additional information regarding our Average Detention Population (ADP) data such as gender, age, race/ethnicity, and new admissions can be found on our DAJD statistic website:

- <https://www.kingcounty.gov/depts/jails/about/dajd-stats.aspx>

PREA Annual Reports provide to the public findings and corrective actions for each facility, as well as the agency as a whole. Data is reported by calendar year, according to the date DAJD received the allegation. Data includes all reported allegations of acts and attempted acts, for both DAJD and non-DAJD facilities. DAJD recently adopted the BJS practice of disaggregating the PREA approved definition of "sexual abuse" into "nonconsensual acts" and "abusive sexual contact" when reporting data. Annual reports from prior years can be retrieved online:

- <https://www.kingcounty.gov/depts/jails/prison-rape-elimination-act.aspx>

DAJD provides multiple avenues of reporting, records all reported acts and attempted acts, and then tracks DAJD response. The Department retains records of the full incident report and case history to allow SAIRC review for substantiated and unsubstantiated cases, and to enable retrospective review. Such case detail is sufficient to complete, if needed, the DOJ Substantiated Incident Form (Adult) on substantiated incidents of sexual victimization.