**Name of facility:** Newport News City Jail  
**Physical address:** 224 26th Street, Newport News, VA 23607  
**Date report submitted:** January 25, 2015

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<td><strong>Email:</strong></td>
<td>Midlothian, Virginia</td>
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<tr>
<td><strong>Telephone number:</strong></td>
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<td><strong>Governing authority or parent agency:</strong> (if applicable)</td>
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| **Physical address:** | 2501 Washington Ave. – 2nd Floor  
Newport News, Virginia 23607 |
| **Mailing address:** (if different from above) | Same |
AUDIT FINDINGS

NARRATIVE: The audit of the Newport News Jail was conducted from July 22 to July 25, 2014. The Designated Auditor was Charles J. Kehoe. Mr. Kehoe was assisted by David K. Haasenritter in the preliminary review of the audit files, on site-interviews and in the post-audit analysis. Mr. Haasenritter is also a Certified PREA Auditor.

The auditors wish to extend their deepest appreciation to Sheriff Gabe Morgan and his staff for the professionalism, hospitality, and kindness that was shown to the auditors throughout the audit process.

The auditor also wishes to compliment the PREA Coordinator, Captain Gerald Grogran, for his excellent work in organizing the electronic files that were provided to the auditors in advance of the audit. The PREA Coordinator used Power DMS to organize his files. This enabled the audit to move forward very efficiently.

While the audit was originally scheduled to begin on July 23, 2014, the Designated Auditor asked if the tour of the facility could be conducted on the afternoon of July 22, 2014 to provide some additional time for the remainder of the audit. Capt. Grogran agreed. Thus, the tour started at 2:00 p.m. on Tuesday, July 22, 2014. Captain Grogran and Lieutenant Kathleen Carey took the auditor on the tour.

The jail was originally opened in 1976. The Jail was renovated in 1992. When the tour began, the count in the facility was 474.

The tour began in the medical unit where several inmates were being seen by the medical staff. There are always medical staff on duty. From the medical area, the tour moved on to the Booking and Release Area. This is the offender's first point of contact with the jail staff. There are two temporary holding cells in this area; one for males and one for females. Offenders are asked if they have any concerns or fears for their personal safety, as well as numerous other questions. The jail staff also provides information to the offender regarding PREA and how to report any allegations of sexual harassment or sexual abuse. A preliminary screening is conducted that considers mental health status, suicidal risks, gender identity, sexual aggressiveness, and risk of sexual victimization. There are cameras in the booking area. The booking area is one of the original, older sections of the jail and has limited space. There are plans for additional renovations at the jail and the Booking area will be among the top priorities for upgrades.

Also on the first floor is the lockup. The average length of stay in the lockup was described as “short.” There are 49 cells in this section and only male inmates are in the lockup. Showers are conducted one at a time.
The auditor was then shown the outdoor recreation area. This is a large area that can serve three cell blocks at a time. The outdoor recreation area is respectable with good camera coverage.

The Records and Classification offices were the next places to be visited on the tour. The staff in these offices are responsible for screening and classification assignments. All the inmates come to these offices to be seen by staff and for housing assignments. The staff conduct the screenings and ask the offenders the questions as required in Standard 115.41. The actual classification decision is made by the Classification Board which meets five-days a week at 11:00 a.m.

The auditor was shown nine segregation cells. Inmates in these cells are checked at least twice an hour. The maximum time an offender would spend in segregation would be 15 days. Supervisors must go through the entire jail at least two-times per shift. There are individual showers in segregation. A victim of a sexual assault would only be placed in segregation if he/she requested it and then this would be done if other options had been discussed with the victim.

Dorm 309 is a large open bay dorm with a bed capacity of 39 offenders. There are no cameras in this dorm and only indirect supervision. Correctional officers do make the rounds through this area during the shift. Offenders who are assigned to this unit are considered minimum security. Dorms 326, 327, 331, and 332 are considered more medium security areas. There are cameras in the halls, but none that can see into the dorm areas, per se.

All the facility elevators have cameras and are monitored.

The auditor was then taken to the 7th Floor. Female inmates are held in 7 West on several blocks. A transgender inmate could be held on 7 West since there are individual cells and a dayroom. There are no cameras on these Blocks and the supervision is indirect. Correctional officers do make 30-minute checks on these units. Male offenders are held on the East side of the building in Blocks 7C and 7D. There are no cameras that cover these dorms, but cameras are in the hallways.

On the 6th Floor, the auditor observed that inmates have access to telephones. At the end of the cell blocks on the 5th and 6th floors is an area referred to as the “side pockets.” Inmates can request to be in a “side pocket” if they don’t wish to be in an open bay dormitory. Dorm 6F is a large open-bay dormitory with double bunks. The double bunks cause some blind spots. It was pointed out to the auditor that these are low security, misdemeanor offenders.

On Blocks 6G, H, and I offenders described as being more “maximum security” are held. These are open bay dormitories. Cameras show the “catwalk” area outside the cell area only. Visitation is held on the East Side. There are also classrooms in this area. Blocks 6 B and C are composed of cells while 6D is an open bay dormitory.

On the 5th Floor the auditor talked to one inmate and also a professional from the Community Service Board (the local mental health agency) and a medical provider. The cell block arrangements are similar to the 6th Floor. Block 5C is a special needs unit for offenders with medical and mental health challenges.

The auditor was taken to the Fourth Floor where there is the food preparation area. Inmates who work on the food preparation and kitchen details are assigned to blocks on this floor. These are individual double-bunked cells. The Cells do not have doors and there are no cameras. The auditor noticed several blind spots in this block. Given that there were only 13 inmates, who did not have high risk profiles, the
area was not considered dangerous, but cameras would certainly help to prevent problems from developing if the purpose of that block ever changed.

Block 420 on the 4th Floor is set aside for inmates who will have a video arraignment. There is also a visiting area for attorneys and inmates. 409 is a general population dorm. As with other dorms, there are cameras in the hall, but not in the dorm.

The laundry is done in the facility by civilian staff. There are no cameras in the laundry. Inmates can help in the laundry, but are supervised the entire time. There are blind spots in the laundry where a camera would be beneficial.

The Auditor went in the Control Room and saw the touch screen controls and the monitors. The video storage is 30 days. The Colonel and the Administrative Colonel can monitor the videos from their offices.

There appears to be very comprehensive camera coverage in all the hallways, but coverage in the living units is minimal.

The auditor then was taken to the jail Annex. The Annex is the former juvenile detention center. A tunnel connects the jail to the Annex and the Courts building. The tunnel has cameras throughout the entire distance.

The Annex count at the time of the tour was 71 inmates. There are males and females in the Annex. The jail operates a drug treatment program and a work release program from the Annex. Both of these programs serve men and women. Cameras are located in the classrooms and in the dayroom and in the halls. In a brief conversation with the women inmates the auditor was told the drug program was very helpful. The teacher works with offenders who have individual education plans and “504s.” A SNAP program and a workforce development program are also provided for the offenders in the program at the Annex. The teachers are employees of the Newport News Public Schools. The Inner Visions program is a program for offenders who have a history of violence and are nearing release from the Department of Corrections. There is a dorm for females and a dorm for males who are in this three-month program.

At the time of the tour, the auditor was told that there are problems with a few of the cameras in the Annex area. The auditor also observed the Annex Control Room.

The administrative offices were the last stop on the tour. The auditor met with the volunteer coordinator. The auditor was told that the degree of training the volunteers receive is dependent on the amount of contact the volunteers have with the inmates. Some volunteers can operate independently in the jail. Those volunteers would receive training equal to what line staff receive.

The tour ended at 4:57 p.m.

Throughout the tour, the auditor observed the audit notice which was posted in all the housing units and halls. In addition, the auditor also observed the PREA video playing; that is part of the education program. In several cases, the inmates said they turn the sound down because they hear the video several times a day and they get tired of hearing it. In other housing areas the sound was turned up and some inmates were watching the video.

An Entrance Meeting was held at 8:25 a.m. on July 23, 2014. Chief Deputy Eileen Sprinkle, LTC Jeffery Vergakis, Major Rob Coleman, Leslye Mebane, Training Manager, David Hughes and Shawn Bailey, Professional Standards Bureau, Carl Wilbeeb, Internal Affairs, Chris Agee, IT, Lt. Kathleen Carey, and Lt. Gerald Grogan were in attendance.
The auditor thanked everyone for his/her commitment to PREA and for scheduling this PREA audit. The auditor reviewed the audit schedule and gave the PREA Coordinator the list of random staff and offenders he identified that he would interview. The Auditor explained that Mr. Haasenritter had a scheduling conflict and would be arriving at the Newport News Jail on Thursday afternoon to assist with the audit.

Following the Entrance Meeting, the auditor began the interviews and reviews of the investigations files, personnel files, training records, and other documents.

Twenty-five (25) offenders were interviewed. Those interviewed were randomly selected, by the auditor, from a list of all the offenders by their housing assignment at the Newport News Jail. There were no youthful offenders in the jail during the audit. In addition, one offender with limited English speaking ability was interviewed, one offender who reported a sexual abuse was interviewed and one offender who disclosed a sexual victimization during risk screening was interviewed. There were no offenders who identified as being transgender, intersex, gay, lesbian, or bisexual in the facility during the time of the audit. There were no offenders in segregated housing for risk of sexual victimization. In total, 28 offenders were interviewed.

Fourteen (14) correctional officers, who were randomly selected by the auditor from all three shifts, were interviewed. Eighteen (18) interviews were conducted with employees identified as specialized staff or staff working in specialized areas. This group included the Chief Deputy (i.e., the Sheriff’s designee), the Operations Bureau Chief, the PREA Manager, Investigators (2), the Health Administrator (R.N.), the Clinical Social Worker (2), intermediate level staff, human resources staff, staff who perform screenings for risk of victimization and abuse at intake, intake/classification staff, staff who monitor for retaliation, line staff who supervise youthful inmates, and Incident Review Team members (2). In addition, two (2) volunteers and a commissary contractor were interviewed.

During the tour a few blind spots were identified. Following the on-site audit, the auditor was informed that the Sheriff was making a request for additional cameras to address areas in the housing units where blind spots were identified. It has since been learned that this proposal was adopted by the City Council and that work would begin in late 2014 to install additional cameras.

The auditor reviewed 13 incidents that had been investigated by the Sheriff’s Office as possible PREA violations between May 9, 2013 and July 21, 2014. One sexual assault that was investigated by the Sheriff’s Office occurred in Juvenile and Domestic Relations District Court Holding Cell. While this was clearly a sexual assault and the offenders were prosecuted, this incident was not counted as a jail incident since it happened outside the jail. Another investigation involved a consensual sexual contact between two inmates in the jail. Of the remaining 11 investigations, seven (7) involved allegations of sexual harassment and four (4) involved allegations of sexual assaults. Of the 13 total incidents, three (3) were substantiated, five (5) were unsubstantiated, two (2) were unfounded, one (1) remained open, one (1) was not considered a sexual assault because the inmates consented, and one (1) sexual assault occurred in a Court holding cell outside the jail.

The auditor was impressed by what the correctional officers and other staff know about PREA, the zero tolerance policy, offender rights regarding PREA, first response, and evidence collection. The auditor selected and carefully examined three (3) personnel files of correctional officers he randomly selected for interviews. The personnel files were organized and contained all the necessary background check
information. Written documentation that the correctional officers received the required training and understood it is maintained by the training officer.

Health care services are provided, under a contract with a health care provider, to the offenders by a team of full-time nurses and a physician. During interviews, the offenders acknowledged that health care professionals are available. A clinical social worker is part of this team, as well. The local Community Service Board (i.e., the local mental health agency) also identifies mental health patients the agency is already seeing and develops alternative strategies for the Judge to consider.

When the on-site audit was completed, the auditors (Mr. Kehoe and Mr. Haasenritter) conducted an exit meeting at approximately 3:00 p.m. on July 25, 2014. The auditor thanked Sheriff Gabe Morgan and his staff for their hard work and commitment to the Prison Rape Elimination Act. The auditor provided a summary of the audit and explained that it was very likely that some standards would require corrective action, but added that the Newport News Jail was moving in the right direction.

The Interim Report identified 8 standards the Jail did not meet during the audit. Following the submittal of the Interim Report, the PREA Coordinator immediately created a corrective action plan which he forwarded to the auditors for their approval. All corrective actions were completed and sent to the auditors on December 23, 2014. The auditors reviewed and approved the corrective actions on January 7, 2015. The Newport News Jail is now in full compliance with the PREA Prisons and Jail Standards.

DESCRIPTION OF FACILITY CHARACTERISTICS:

The Newport News City Jail is located at 224 26th Street, Newport News, Virginia. The jail was originally opened in 1976 as part of the Public Safety Building. At that time, the Public Safety Building also housed the Newport News Police Department Headquarters and some other agencies. The facility was renovated in the 1990s to better accommodate an increasing number of offenders. At that time, the Police Headquarters moved to another building. The Public Safety Building then became the headquarters for the Newport News Sheriff’s Office and also housed the Magistrate.

On December 1, 2008, the Jail Annex was opened at 228 25th Street. This facility had been the Newport News Juvenile Detention Center and was replaced by new juvenile detention facility in 2005. The City renovated the former juvenile detention center to help ease crowding at the jail and to expand the jail rehabilitation programs with the goal of reducing recidivism.

The main jail is a seven-story, maximum security, linear design, building. Six of the seven floors house offenders. The Department of Corrections rates the facility capacity at 300. The Fiscal Year 2014 average daily population was 509 and on the day of the audit the population was 474.

The first floor of the facility consists of the lobby, the Magistrate’s Office, and the receiving and booking area. The first floor also has cells referred to as the Lockup and has 49 individual cells, as previously noted. Offenders who require 15 minute checks are assigned to the lockup. Generally, offenders are in the lock-ups for a short period of time.

The medical suite and briefing room are located on the second floor. The third floor has the segregation/isolation cells and the Shift Commander’s office, the classification and records offices, the facility maintenance office, and 3 cell blocks. The kitchen, two dorm areas for kitchen workers (inmates assigned to the kitchen), the laundry, and two general population dormitories are on the fourth floor.
Floors five, six, and seven house the remainder of the general population offenders. Female offenders are held in the West Block and on Block B on the East side of the seventh floor. Juvenile offenders are separated by sight and sound from the adult offenders.

There are no windows in the jail and all housing areas in the jail are indirect supervision.

The Jail Annex is located across the street from the main jail and has direct and indirect supervision. E Block is the direct supervision unit. Offenders assigned to the Annex can be serving their sentence on weekends or on work release. There is also a substance abuse program for female offenders in the Annex, as well. The Annex is a single-story, medium security area, that houses males and females. One housing unit has direct supervision. There are classrooms in the Annex and a large multipurpose activity area. The capacity of the Annex is 110 offenders.

**SUMMARY OF AUDIT FINDINGS:**

- Number of standards exceeded: 5
- Number of standards met: 36
- Number of standards not met: 0
- Non-applicable: 2
§115.11 - Zero tolerance of sexual abuse and sexual harassment; PREA coordinator

- Exceeds Standard (substantially exceeds requirement of standard)
- ☒ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
- □ Does Not Meet Standard (requires corrective action)

The Newport News Jail’s (NNJ) policy and procedures clearly announce the agency's zero tolerance toward all forms of sexual abuse and harassment and state the agency's methods to prevent, detect, and respond to allegations of sexual abuse and harassment.

The facility's Staff Inspector is the designated PREA Coordinator and is a Certified PREA Auditor. The Coordinator stated that he has sufficient time for his PREA responsibilities and his other duties.

There are three PREA Managers in the Jail. The Jail Administrator, the Inmate Services Administrator, and the Annex Administrator all serve as a PREA Manager in their specific areas. The Managers said they have enough time for their PREA duties and responsibilities.

§115.12 - Contracting with other entities for the confinement of inmates

- Exceeds Standard (substantially exceeds requirement of standard)
- □ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
- □ Does Not Meet Standard (requires corrective action)
- ☒ Not Applicable

The Newport News Sheriff’s Office (NNSO) does not have any new contracts or any contract renewals for the confinement of the Newport News prisoners in other jurisdictions. The City of Newport News is a “member jurisdiction” in the operation of the Hampton Roads Regional Jail Authority which has been certified as PREA compliant.

§115.13 – Supervision and Monitoring

- Exceeds Standard (substantially exceeds requirement of standard)
- ☒ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
- □ Does Not Meet Standard (requires corrective action)

The standard states “In calculating adequate staffing levels and determining the need for video monitoring facilities shall take into consideration” several specific items. While the NNJ had a staffing plan, the plan did not make reference to generally accepted detention and correctional practices, any judicial findings of inadequacy, any finding of inadequacy from Federal investigative agencies, any findings of inadequacy from internal or external oversight bodies, the composition of the inmate population, any applicable State or local laws,
regulations, or standards, and the prevalence of substantiated and unsubstantiated incidents of sexual abuse. The standard also requires an annual review to assess, determine, and document whether adjustments are needed to the staffing plan and the resources the agency has to ensure adherence to the staffing plan.

In 2014, the Newport News Sheriff’s Office decided to implement 12-hour shifts at the jail. An entirely new staffing plan was created that took into consideration all the elements of this standard. The plan used the National Institute of Corrections Staffing Plan model and also took into consideration the work hours, staff leave, and training times, the facility’s physical plant, the deployment of video monitoring systems (including a schematic of camera placements on every floor and in the Annex), and the institutional programs occurring on specific shifts. The plan now meets this standard.

The NNJ has a policy that addresses unannounced rounds by mid-level managers and higher and has an electronic logging system that provides precise times the managers come into a specific area. Documentation for two quarters was reviewed and found to meet the requirements of the standard.

§115.14 – Youthful Inmates

☐ Exceeds Standard (substantially exceeds requirement of standard)
☒ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
☐ Does Not Meet Standard (requires corrective action)

The NNJ meets the requirements of the standard. Policy and procedure are consistent with the language of the standard. Logs document that youthful inmates are separated from adult inmates and are given opportunities for recreation and education and other programs.

§115.15 – Limits to Cross-Gender Viewing and Searches

☐ Exceeds Standard (substantially exceeds requirement of standard)
☒ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
☐ Does Not Meet Standard (requires corrective action)

The facility prohibits the searching female inmates by male staff except in exigent circumstances. There were no cross-gender searches of female inmates by male officers reported. Staff are trained in how to conduct cross-gender searches; however, the curriculum did not address how to conduct patdown searches of transgender or intersex inmates. This should be included in the cross-gender search training. The Jail keeps a log of all searches; this log was reviewed by the auditor.

All but one inmate said that staff of the opposite gender never see the inmates naked, changing clothes, or using toilet facilities. However, five of the staff interviewed said that not all staff of the opposite gender announce their presence when entering an inmate housing area. Since the time of the on-site audit, the PREA Coordinator has posted signs at the entrance to every housing unit reminding staff to announce their presence when entering a
housing unit of the opposite gender. The poster says, “Attention – Opposite Gender MUST Announce Presence Prior to Entering Cell Block.”

§115.16 – Inmates with Disabilities and Inmates who are Limited English Proficient

- Exceeds Standard (substantially exceeds requirement of standard)
- ☐ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
- ☐ Does Not Meet Standard (requires corrective action)

The Jail has a contract with The Language Group, LLC to serve as interpreters for inmates who cannot speak English. This is a phone service and an in-person service. Notices are posted in the facility informing staff and inmates how they can access this service. The facility provided documentation that this service has been used for a Spanish-speaking offender (it was not a PREA incident, however). Since the audit, the NNJ has received a Spanish version of the video which will be installed on the jail’s television system. The brochure is also being translated into Spanish.

§115.17 – Hiring and Promotion Decisions

☐ Exceeds Standard (substantially exceeds requirement of standard)
- ☑ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
- ☐ Does Not Meet Standard (requires corrective action)

The NNJ meets the standard. All five-year background checks are current for employees and contractors. The Jail asks all potential employees if they have engaged in any sexual abuse or harassment or if they have ever been adjudicated for such acts. Reference checks are made with previous institutional employers. All potential employees and contractors receive a law enforcement background check prior to working in the facility in contact with inmates. Similar procedures are followed on all promotions, as well. The Jail will provide information regarding a substantiated sexual abuse or harassment to prospective employers if a former employee was involved in the abuse or harassment.

§115.18 – Upgrades to Facilities and Technology

☐ Exceeds Standard (substantially exceeds requirement of standard)
- ☑ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
- ☐ Does Not Meet Standard (requires corrective action)

Plans have been approved to make substantial improvements to the Intake area. The Intake Renovation Floor Plans include direct supervision and video monitoring to protect inmates. Construction was set to begin in late 2014 and be completed in late 2016. PREA Standards were included in the discussions regarding the planning for this improvement.
§115.21 – Evidence Protocol and Forensic Medical Examinations

☐ Exceeds Standard (substantially exceeds requirement of standard)

☒ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)

☐ Does Not Meet Standard (requires corrective action)

The NNSO Internal Affairs handles all the administrative proceedings regarding PREA allegations. Criminal investigations are conducted by the Narcotics Interdiction Unit. NNJ policy states that investigations will follow a uniform evidence protocol that is consistent with the National Protocol for Sexual Assault Medical Forensic Examinations, Adults/Adolescents. Victims of sexual assault are offered medical examinations, conducted by SAFE/SANE at the Riverside Hospital without cost to the offender. The Center for Sexual Assault Survivors provides victim advocacy services and emotional support. The NNSO is a member of the City of Newport News Sexual Assault Response Team (SART). If the victim requests, a qualified member at the Center for Sexual Assault Survivors will accompany and support the victim through the forensic medical process and to be with the victim at the hospital and throughout investigation process. The Center will also provide emotional support, crisis intervention, information, and referrals.

The auditor was provided a draft copy of the Memorandum of Mutually Developed Protocol for the City of Newport News Sexual Assault Response Team. A signed copy was not been provided, however.

During the corrective action period the MOU was signed by all the parties and provided to the auditors. The NNJ now meets the standard.

§115.22 – Policies to Ensure Referrals of Allegations for Investigations

☐ Exceeds Standard (substantially exceeds requirement of standard)

☒ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)

☐ Does Not Meet Standard (requires corrective action)

Allegations of harassment are investigated by the NNSO Internal Affairs Bureau. Criminal Investigations are conducted by the NNSO Narcotics Interdiction Unit (NIU). The auditor reviewed an investigation regarding a sexual assault (domestic) that had been reported to a deputy when the offender was being booked into the facility. The allegation was turned over to the Newport News Police Department for investigation. There was documentation the police department did conduct the investigation.

The NNSO does say on its Web site that all allegations of sexual abuse and/or sexual harassment will be investigated, but the policy was not specifically posted on the Web site. The policy should specifically state that the Internal Affairs Unit will investigate issues of sexual harassment and the NIU will investigate all criminal matters. During the correction action period, the policy was posted on the NNSO Web site. The auditor checked and found the policy and procedure were there. The facility now meets the standard.
§115.31 – Employee Training

☐ Exceeds Standard (substantially exceeds requirement of standard)
☒ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
☐ Does Not Meet Standard (requires corrective action)

The NNSO provides a comprehensive employee training program related to PREA. The Auditor reviewed a sample curriculum and a sample of PowerPoint presentations. The curriculum and PowerPoints meet the requirements of the standards. Employees who take the training are tested to verify they understand the material that was presented in the training. Documentation of the electronic verification was shared with the auditor. Training and refresher training are presented annually. Staff are also given a brochure for staff, volunteers, and contractors that is titled “Newport News Sheriff’s Office Sexual Misconduct and Harassment, A Guide for Staff, Contractors and Volunteers. This 3 ½” X 5 ½, 11-page pocket document includes “Ten Questions to Ask Yourself About Your Relationships With Offenders.” It is a very useful resource that reminds staff, contractors, and volunteers of the need to be aware of various PREA issues.

§115.32 – Volunteer and Contractor Training

☒ Exceeds Standard (substantially exceeds requirement of standard)
☐ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
☐ Does Not Meet Standard (requires corrective action)

Volunteers and contractors are required to sign the Volunteer/Contractor PREA Compliance Form which states the person “fully understands” the NNJ’s zero tolerance policy and how to report an alleged sexual abuse or sexual harassment. The Auditor reviewed several completed forms. The Volunteer/Contractor Handbook also goes into detail about PREA and the facility’s zero tolerance policy. Volunteers and contractors also receive the brochure Sexual Misconduct and Harassment, A Guide for Staff, Contractors and Volunteers. The auditor interviewed a volunteer and a contractor and both said they had received training regarding PREA, zero tolerance, and how to report any allegation of sexual abuse or harassment. They said the training lasted more than 90 minutes and was very informative. NNSO has a very comprehensive volunteer and contractor training program.

§115.33 – Inmate Education

☐ Exceeds Standard (substantially exceeds requirement of standard)
☒ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
☐ Does Not Meet Standard (requires corrective action)

Inmate PREA education begins at intake. The offender is informed of the zero tolerance policy and how to report any allegation of abuse or harassment. The offender is given the
Jail’s brochure titled, “What You Should Know About Sexual Assault/Abuse” and encouraged to read it. At the time of the audit, the brochure did not mention sexual harassment. It is very important that sexual harassment be included in any materials printed regarding PREA. As part of the corrective action plan, the brochure was updated. Now, the brochure is titled “What You Should Know About Sexual Assault/Abuse and Harassment” and includes sections titled “How to avoid sexual assault/abuse and harassment” and “What do you do if you are sexually assaulted/abused or harassed.” The NNJ now meets the requirements of the standard.

During the booking process, the offender is asked specific questions regarding his or her prior history and vulnerability in a correctional setting and again told about the zero tolerance policy and how to report allegations of sexual abuse or harassment. When an offender is assigned to a specific housing unit, at specific times during the day the PREA video “What you need to know,” (developed by the Moss Group) is shown across all the facility's televisions. Documentation is maintained in the jail log. While many inmates said they have seen the video so many times they don't listen any more, given the transient nature of the jail population it is good that this video is played frequently. The auditor observed several inmates listening to the video, some of who said they had not seen the video before.

On the inside of the back cover of the Inmate Handbook there is a full page notice that says “Break the Chains of Silence Report Sexual Misconduct.” This notice lists two phone numbers that a person can call to report sexual abuse or harassment.

**§115.34 – Specialized Training: Investigations**

- ☑ Exceeds Standard (substantially exceeds requirement of standard)
- ☑ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
- ☑ Does Not Meet Standard (requires corrective action)

Three NNJ Investigators received eight-hours of training from Training Force USA in Lynchburg on September 30, 2013. The title of the program was Prison Rape and Sexual Assault Investigations Inside Correctional Facilities. One other NNJ investigator took the National Institute of Corrections “PREA: Investigating Sexual Abuse in a Confinement Setting. This was an online three-hour program. Certificates for the successful completion of these trainings were provided to the auditor as documentation. The auditor also reviewed the Training Force USA curriculum.

**§115.35 – Specialized training: Medical and mental health care**

- ☑ Exceeds Standard (substantially exceeds requirement of standard)
- ☑ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
- ☑ Does Not Meet Standard (requires corrective action)

The Health Administrator and the clinical social worker both reported that they and the other health and mental health care staff have received several trainings from their employer (ConMed) and from the NNSO through the National Institute of Corrections (NIC). The three–hour NIC online course was called “PREA: Medical Health Care for Sexual Assault Victims in a Confinement Setting.” This training was completed by the ConMed employees in March of
2014. The medical health care staff acknowledge, in writing, that they fully understand the
training and the date(s) they received the training. The ConMed medical staff do no conduct
forensic exams. Inmates who need forensic exams are taken to the Riverside Hospital per
the Sexual Assault Response Team.

§115.41 – Screening for Risk of Victimization and Abusiveness

☐ Exceeds Standard (substantially exceeds requirement of standard)
☐ Meets Standard (substantial compliance; complies in all material ways with the standard
for the relevant review period)
☐ Does Not Meet Standard (requires corrective action)

The auditors reviewed NNJ policy, screening forms, and interviewed staff and inmates. Staff
who conduct screens conducted a screen on one of the auditors. All inmates are assessed
during intake screening for their risks of being sexually abused by other inmates or sexually
abusive towards other inmates. The screening is completed during intake. All the criteria
referenced in the standard are in the form and questions required to be asked to the inmate are
asked. Inmates are not disciplined for refusing to answer questions. The screening instrument
is objective in determining if inmate is at risk for victimization or abusiveness. By policy the
inmate’s risk level is reassessed again when warranted due to a referral, request, incident of
sexual abuse, or receipt of additional information that bears on the inmate’s risk of sexual
victimization or abusiveness. The inmate population remembers being asked the questions and
being screened upon arrival. Staff interviews confirmed appropriate controls have been
implemented to ensure that sensitive information is not released and exploited by staff or other
inmates.

§115.42 – Use of Screening Information

☐ Exceeds Standard (substantially exceeds requirement of standard)
☐ Meets Standard (substantial compliance; complies in all material ways with the standard
for the relevant review period)
☐ Does Not Meet Standard (requires corrective action)

The facility uses the screening information to determine housing, bed, work, education, and
program assignment with the goal of keeping inmates at high risks of being sexually victimized
separate from those at high risks of being sexually abusive. Decisions are made on a case by
case basis using information from the screening, assigned PREA classification, and good
correctional judgment. The process is clearly defined in the policies and implemented. The
auditor reviewed random forms and interviewed staff and inmates.

By policy Lesbian, Gay, Bisexual, Transgender, or Intersex (LGBTI) inmates are not housed in
dedicated facilities or housing units; and transgender or intersex inmates shall be reassessed
twice each year and have the opportunity to shower separately. The facility claimed there were
no transgender or intersex inmates at the time of the audit. There was one gay inmate who
was interviewed and he acknowledged he was not housed in dedicated housing area.
### §115.43 – Protective Custody

- □ Exceeds Standard (substantially exceeds requirement of standard)
- ☑ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
- □ Does Not Meet Standard (requires corrective action)

Policy states inmates at high risks for sexual victimization shall not be placed in involuntary segregated housing unless an assessment of all available alternatives has been made, and a determination has been made that there is no available alternative means of separation from likely abusers. There were no inmates in protective custody who were high risks for sexual victimization to interview. Staff interviews verified inmates at high risks of sexual victimization are not placed in involuntary segregation unless other measures have been assessed.

### §115.51 – Inmate Reporting

- ☑ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
- □ Does Not Meet Standard (requires corrective action)

The NNSO provides offenders with at least six options for reporting sexual abuse and harassment. The NNSO also provides referral information on its Web site. The brochure which is provided to inmates when they are admitted to the jail lists the multiple agencies offenders can call directly at the national, state, and local level. A poster next to the PREA hotline also provides information on how to report sexual assault or sexual harassment. The posters are also in Spanish. Offenders can call the NNSO Internal Affairs Unit by simply entering #8 on the phone. The NNSO and the Commonwealth’s Attorney’s Office have a written agreement that states offenders can call the Victim Services Unit and they will receive any complaint made by an inmate or 3rd party claiming sexual assault, abuse, or harassment by another inmate, staff member, contractor, or volunteer. The Victim Services unit will forward these referrals to the Internal Affairs Division at the NNSO.

### §115.52 – Exhaustion of Administrative Remedies

- □ Exceeds Standard (substantially exceeds requirement of standard)
- ☑ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
- □ Does Not Meet Standard (requires corrective action)

Policy allows for use of administrative remedies/grievances regarding allegations of sexual abuse and harassment. The auditor reviewed an example of an inmate who used the grievance system to report a sexual assault by a staff member during a pat search. An inmate who filed a grievance was interviewed.
§115.53 – Inmate Access to Outside Confidential Support Services

☐ Exceeds Standard (substantially exceeds requirement of standard)
☒ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
☐ Does Not Meet Standard (requires corrective action)

The PREA handout provides the phone number to the National Sexual Assault Hotline and the phone number and address to the Virginia Sexual and Domestic Violence Action Alliance. The Virginia Victim Assistance Directory is also available. The Virginia Sexual and Domestic Violence Action Alliance hotline number went to a victim advocate who could provide emotional support. The victim advocate said they would not turn away an inmate who called. This hotline is a statewide service available to individuals and agencies. The toll free number listed in the brochure went to a healthcare telemarketer. During the corrective action period, it was learned that the toll free number for Virginia Sexual and Domestic Violence Action Alliance was no longer active and had not been removed from the Department of Criminal Justice Services Directory. When the NNSO brochure was updated, the correct numbers were listed. The brochure now lists the Action Alliance hotline number and the direct number for the Richmond, Virginia, office.

The Sexual Assault Response Team (SART) Cooperative Working Agreement (MOU) includes the Center for Sexual Assault Survivors. This is the service that provides inmates with confidential emotional support services related to sexual abuse. The NNSO is a co-signer of that Agreement.

§115.54 – Third-Party Reporting

☒ Exceeds Standard (substantially exceeds requirement of standard)
☐ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
☐ Does Not Meet Standard (requires corrective action)

The NNSO provides at five (5) ways for a third-party to report a sexual assault or sexual harassment. A complaint can be made by calling the Internal Affairs Division in the NNSO. A third-party can also make a complaint on the NNSO Web site in the PREA section; make a complaint directly to any staff member of the NNSO, complete a complaint form at the NNSO, or call the Victim Services Unit in the Commonwealth Attorney’s Office.

There is also a signed letter of agreement that amends the cooperative agreement between Office of the Commonwealth Attorney Victim Services Unit (VSU) and the NNSO, that stipulates that the VSU will receive any complaint from an inmate or third party alleging any sexual assault, abuse, or harassment by an inmate, an employee of the NNSO, a contractor, or a volunteer. The VSU will refer complaints to the NNSO Internal Affairs Division. The NNSO will receive, investigate, and adjudicate all complaints. There is a large poster on the electronic screen in the lobby of the jail that describes how a third-party can file a complaint.
§115.61 – Staff and Agency Reporting Duties

☐ Exceeds Standard (substantially exceeds requirement of standard)
☒ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
☐ Does Not Meet Standard (requires corrective action)

NNSO policies and procedures clearly state an employee’s duty and responsibility to report any sexual abuse, sexual assault or sexual harassment to the designated supervisor. This was also confirmed during random interviews with correctional officers. Medical and mental health staff confirmed that they are mandatory reporters and that they inform inmates of this. Staff are also aware that complaints regarding inmates under 18 and vulnerable populations must be made to the designated state agency.

§115.62 – Agency Protection Duties

☐ Exceeds Standard (substantially exceeds requirement of standard)
☒ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
☐ Does Not Meet Standard (requires corrective action)

The NNSO policy states that “When an employee learns an inmate is subject to a substantial risk of imminent sexual abuse, they shall take immediate action to protect the inmate.” The NNJ policy, Coordinated Response to Sexual Assault, provides specific duties first responders, supervisors, the Compliance Manager, the Professional Bureau Chief and the investigator are to take to protect the inmate and initiate the investigation. In random interviews with the correctional officers it was obvious that every officer knew that the inmate should be removed from the imminent threat, that their supervisors should immediately be notified and that an investigation needs to be started without delay.

There have been no threats of imminent sexual abuse reported in the NNJ.

§115.63 – Reporting to Other Confinement Facilities

☐ Exceeds Standard (substantially exceeds requirement of standard)
☒ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
☐ Does Not Meet Standard (requires corrective action)

The standard states, “Upon receiving an allegation that an inmate was sexually abused while confined in another facility, the head of the facility that received the allegation shall notify the head of the facility or appropriate office of the agency where the alleged abuse occurred.”

In the case that was reported to the NNSO regarding the alleged sexual assault of an inmate at a regional jail, the Sergeant in the NNSO Internal Affairs Division notified the Sergeant at the regional jail and reported the incident. The NNSO policy states the Operations Bureau
Chief shall notify the head of the facility or appropriate office of the agency where the abuse occurred. The notification should have come from the Operations Bureau Chief. During the audit, this was determined to be an “over-site” in procedures. During the corrective action period, the PREA Coordinator notified the Internal Affairs Manager and reviewed the policy and reporting procedures. The auditor is satisfied that the NNSO meets the requirements of the standard.

The NNJ did notify the regional jail the same day the allegation was received. This was documented in the Sergeant’s report. (The regional jail memo said it was the next day, but it was still within 24 hours.)

The regional jail did document that an investigation of the allegation was completed when the inmate first reported the incident. The determination was that the complaint was unfounded.

**§115.64 – Staff First Responder Duties**

- ☑ Exceeds Standard (substantially exceeds requirement of standard)
- ☐ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
- ☐ Does Not Meet Standard (requires corrective action)

The NNSO has a policy that is consistent with the standard. All the correctional officers who were randomly selected for interviews described in specific detail what the procedures are they will follow if an alleged abuse is reported. The correctional officers reported that they have received training on these procedures.

There have been no reports of sexual abuse that required the full implementation of this procedure. In the cases where an inmate reported being touched or harassed, the correctional officers did separate the victim from the aggressor and notified the appropriate supervisor so the investigation could begin immediately. Forensic exams were not required in those cases.

**§115.65 – Coordinated Response**

- ☑ Exceeds Standard (substantially exceeds requirement of standard)
- ☐ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
- ☐ Does Not Meet Standard (requires corrective action)

The City of Newport News Sexual Assault Response Team is a collaborative effort on the part of the Commonwealth Attorney (prosecuting attorney) Victim Services Unit, the Center for Sexual Assault Survivors, the Newport News Police Department, and the Christopher Newport University Police Department and the Newport News Sheriff’s Office. The Team meets at least quarterly to review protocols and discuss victim services. This is an excellent model for
a community and insures that if an inmate in the jail is sexually assaulted a professional and proven service is immediately available.

The NNSO also has an internal Coordinated Response to Sexual Assault that identifies the duties of first responders, supervisors, the Compliance Manager, the Professional Standards Bureau Chief and the investigator. The procedure also includes the notification of medical personal.

### §115.66 – Preservation of ability to protect inmates from contact with abusers

- □ Exceeds Standard (substantially exceeds requirement of standard)
- □ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
- □ Does Not Meet Standard (requires corrective action)
- ☑ Not Applicable

The Newport News Sheriff’s Office employees do not have collective bargaining rights. As a result, there has been no collective bargaining agreement entered into since August 2012. NNSO employees serve at the pleasure of the Sheriff.

### §115.67 – Agency protection against retaliation

- □ Exceeds Standard (substantially exceeds requirement of standard)
- ☑ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
- □ Does Not Meet Standard (requires corrective action)

The NNJ has a policy and procedure that meets the requirements of the standard. The procedure states that “the appropriate Administrator shall monitor…” but this is not clear who the “appropriate Administrator” is. (Earlier in the policy it refers to the Bureau Chief, the Chief Deputy, and the Sheriff as the persons responsible for the protection of inmates and staff, but it does not say they are responsible for monitor retaliation.) The standard requires that the agency “shall designate which staff members or departments are charged with monitoring retaliation.” This policy should be more specific as to which administrators will monitor for retaliation.

The auditor reviewed the case of an inmate who had been sexually assaulted and read the documentation that the inmate was monitored for retaliation. The inmate was transferred to a regional jail 10 days after the assault. It was clear the policy/procedure was being followed.

### §115.68 – Post-Allegation Protective Custody

- □ Exceeds Standard (substantially exceeds requirement of standard)
- ☑ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
The agency policy for this standard states the NNJ will follow the requirements of standard 114.43. The auditors found that the agency meets the requirements of that standard. There have been no cases where segregated housing was used to protect an inmate who has suffered sexual abuse.

§115.71 – Criminal and Administrative Agency Investigations

☐ Exceeds Standard (substantially exceeds requirement of standard)
☒ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
☐ Does Not Meet Standard (requires corrective action)

The NNSO conducts its own investigations of sexual assault/abuse and harassment that occur within the jail. The auditor reviewed 13 investigation files. One sexual assault occurred in a courthouse holding cell and involved three juveniles who had hearings in the juvenile court that day. The NNSO reported the incident and conducted the investigation. However, the auditor did not count this as an incident in the jail and, but for the fact that the Bailiff works for the sheriff, the incident should be reported by the local juvenile detention facility. Another incident involved two inmates who were involved in consensual sex. The auditor did not believe this was a PREA incident. Of the total 13 investigations, 1 was consensual, 5 alleged sexual abuse, and 7 alleged sexual harassment. The auditor found that all the investigations were done promptly, thoroughly, and objectively. The allegations were made by offenders, third parties, and correctional officers. As to the dispositions of the investigations, the auditor found 3 were substantiated, 5 were found unsubstantiated, 2 were unfounded, one remained under investigation, one was found not to be a PREA case, and one was not considered to be a jail incident. One case was referred to the Commonwealth Attorney for prosecution. The inmate was given an additional term of probation when the inmate is released from the jail. The incident in the holding cell of the juvenile court was also referred for prosecution. Administrative and criminal investigations are documented in written reports. The NNSO policy and procedures are consistent with what the standard requires.

§115.72 – Evidentiary Standard for Administrative Investigations

☐ Exceeds Standard (substantially exceeds requirement of standard)
☒ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
☐ Does Not Meet Standard (requires corrective action)

The NNSO does not impose a higher standard than a preponderance of the evidence in determining whether allegations of sexual abuse or sexual harassment are substantiated.

§115.73 – Reporting to Inmate

☐ Exceeds Standard (substantially exceeds requirement of standard)
- Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
- Does Not Meet Standard (requires corrective action)

Although the NNJ policy is consistent with the requirements of the standard and the jail reported that inmates were informed of the outcomes of the investigations, there was no documentation that the notification was provided. Since the audit, the auditor was informed that the inmates will be provided the required information in writing and will have the inmates sign a copy of what they received in the notification.

During the corrective action period, a new form letter was created that requires the inmate’s signature and date the notice was received by the inmate. This meets the requirements of the standard.

§115.76 – Disciplinary sanctions for staff

- Exceeds Standard (substantially exceeds requirement of standard)
- Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
- Does Not Meet Standard (requires corrective action)

The NNSO policy is consistent with the requirements of the standard. There have been no terminations or resignations of substantiated cases of sexual abuse or harassment.

§115.77 – Corrective action for contractors and volunteers

- Exceeds Standard (substantially exceeds requirement of standard)
- Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
- Does Not Meet Standard (requires corrective action)

The NNSO policy is consistent with the requirements of the standard. There have been no terminations or resignations of substantiated cases of sexual abuse or harassment.

§115.78 – Disciplinary sanctions for inmates

- Exceeds Standard (substantially exceeds requirement of standard)
- Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
- Does Not Meet Standard (requires corrective action)

The NNSO policy is consistent with the requirements of the standard. The NNSO has a formal disciplinary process. In the process of reviewing the investigations, the auditor reviewed cases where the inmate had received a disciplinary sanction and, in one case, where an inmate’s mental health may have contributed to her behavior.
§115.81 – Medical and mental health screenings; history of sexual abuse

☐ Exceeds Standard (substantially exceeds requirement of standard)
☒ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
☐ Does Not Meet Standard (requires corrective action)

The NNSO policy is consistent with the requirements of the standard. The auditor reviewed the record of a female inmate who reported being raped in the community. The staff member doing the screening notified the appropriate supervisor and the clinical social worker. The incident was handled as per NNSO procedure and protocol. The inmate was seen by the mental health staff and the police department on the same day she told the staff what happened. The health care and mental health staff provided the auditor with the Informed Consent for Information Disclosure form.

§115.82 – Access to emergency medical and mental health services

☐ Exceeds Standard (substantially exceeds requirement of standard)
☒ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
☐ Does Not Meet Standard (requires corrective action)

The NNJ procedures are consistent with the requirements of the standard. Documentation was provided in two cases in which the inmate was given immediate access to the medical and mental health staff. The City of Newport News SART Cooperative Agreement also ensures that inmate victims of sexual abuse will be provided the necessary medical and mental health care. Services are provided to the victim without cost.

§115.83 – Ongoing medical and mental health care for sexual abuse victims and abusers

☐ Exceeds Standard (substantially exceeds requirement of standard)
☒ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
☐ Does Not Meet Standard (requires corrective action)

The NNJ procedures are consistent with the requirements of the standard. Documentation was provided in one case in which an inmate was abused and was provided immediate access to the medical and mental health staff. The City of Newport News SART Cooperative Agreement also ensures that inmate victims of sexual abuse will be provided the necessary medical and mental health care. Services are provided to the victim without cost.

§115.86 – Sexual abuse incident reviews

☐ Exceeds Standard (substantially exceeds requirement of standard)
Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)

Does Not Meet Standard (requires corrective action)

The NNJ has a policy that follows the standard, but the incident review team meetings were not being followed as described in the policy and in the standard. There was no documentation that the Incident Review Teams met and there were no reports from the Incident Review Team to the Sheriff and the PREA Coordinator that determined how the incident happened and any recommendations for improvement. The auditor was told a corrective action is being taken to improve this practice.

During the corrective action period, the PREA Coordinator reviewed the policy and procedures with the Professional Standards Bureau Chief and new Sexual Abuse Incident Review Reports and forms were created that require applicable findings and signatures. The forms also ensure that the Incident Review Team considers all the elements required in 115.86, (d) (1) through (6).

The NNSO now meets the requirements of this standard.

§115.87 – Data Collection

Exceeds Standard (substantially exceeds requirement of standard)

Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)

Does Not Meet Standard (requires corrective action)

The facility collects and aggregates data at the end of the year. The facility does not contract with other facilities and DOJ has not requested the Newport News Jail to provide data in the previous years.

§115.88 – Data Review for Corrective Action

Exceeds Standard (substantially exceeds requirement of standard)

Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)

Does Not Meet Standard (requires corrective action)

The facility reviews the data collected to assess and improve the effectiveness of its sexual abuse prevention, detection, and response policies; and to identify problem areas and take corrective actions. An annual report was published, and posted on a website and in the public library. This was the first PREA report so there was no comparison with previous year numbers. The report did cover a number of steps the facility took to achieve compliance with the Prison Rape Elimination Act.

§§115.89 – Data Storage, Publication, and Destruction

Exceeds Standard (substantially exceeds requirement of standard)
☒ Meets Standard (substantial compliance; complies in all material ways with the standard for the relevant review period)
☐ Does Not Meet Standard (requires corrective action)

Based on policy, review of the report, and interviews of staff it is determined data is properly stored, maintained and secured. Access to data is controlled. Aggregate data is readily available to the public through its website.

AUDITOR CERTIFICATION:

The auditor certifies that the contents of the report are accurate to the best of his knowledge and no conflict of interest exists with respect to his or her ability to conduct an audit of the agency under review.

_____________________________  _________________________
Auditor Signature               Date

_____________________________  January 25, 2015

January 25, 2015