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The Commonwealth of Massachusetts

County of Plymouth

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Gerald C. Pudolsky
Special Sheriff

MEMORANDUM

**TO: JOSEPH D. MCDONALD, JR, SHERIFF
ANTONE MONIZ, SUPERINTENDENT**

FROM: ISABEL EONAS, PREA COORDINATOR

SUBJECT: PRISON RAPE ELIMINATION ACT (PREA) ANNUAL REPORT 2019

The Prison Rape Elimination Act (PREA) requires all law enforcement agencies with detention facilities of any kind to create an annual report of all sexual abuse and sexual harassment incidents reported within its facilities. This report must be completed, submitted to the agency head, and made public via the agency's website (Standard 115.88).

Additionally, we must identify problem areas and take corrective action on an ongoing basis. This report includes a comparison of the current year's data and corrective actions along with those from prior years and provides an assessment of our progress in addressing sexual abuse.

In August 2013 the Plymouth County Sheriff's Department implemented PREA standards, providing education and informational material to inmates and training to staff. Staff training consisted of classroom training and field training agency wide. Refresher classroom training is completed every two years. The Plymouth County Sheriff's Department is committed to the safety and security of individuals in our custody, therefore, refresher field training is provided agency wide on an annual basis.

A toll free "hot line" is provided at the jail for all inmates so they can confidentially report sexual abuse or harassment, as well as seek outside advocacy and counseling from a community organizations not affiliated with the Sheriff's Department. The agencies, who take these calls, by PREA standards, must be independent and not affiliated with the Sheriff's Department. A list of the available advocacy agencies is provided in the inmate handbook and postings in the unit.

During 2019, material informing inmates how to avoid and report sexual assault and harassment continued to be provided. The material was distributed through various formats, including the Inmate Orientation Video, the inmate handbook, and handouts provided to inmates. Information on reporting abuse and harassment are posted throughout the facility in any area an inmate may be present.

In July of 2017, The Plymouth County Correctional Facility was audited by a United States Department of Justice certified PREA Auditor. The audit lasted three days and encompassed every aspect of the entire facility where inmates and staff have contact. An extensive review of PREA related documentation, including agency policies and procedures, was conducted by the auditor prior to her arrival. Once at the facility, she spent time speaking to approximately 80 inmates and 81 staff members, ensuring inmates and staff alike were aware of their rights and responsibilities under PREA, as well as examining inmate living, recreational, and work areas. Overall the facility received 7 exceeds standards, 34 standards met, 2 non-applicable standards, and 0 non-compliant standards. In 2019, the Plymouth County Correctional facility has continued to meet the PREA regulations to this high standard. A PREA Audit has been scheduled to be conducted July 13 -15, 2020.

In 2019, there were a total of 36 reports filed by inmates complaining of sexual abuse or harassment at the Plymouth County Correctional Facility, an increase of 9 incidents since 2018. A breakdown of the complaints is listed below:

<u>Plymouth County Correctional Facility</u>			
<u>VICTIM</u>	<u>ACCUSED</u>	<u>COMPLAINT</u>	<u>DISPOSITION</u>
Inmate	Unknown	Sexual Assault	Unfounded
Inmate	Staff	Sexual Harassment	Unfounded
Inmate	Staff	Sexual Assault	Unfounded
Inmate	Unknown	Sexual Assault	Unfounded
Inmate	Inmate	Sexual Harassment	Unfounded
Inmate	Inmate	Sexual Harassment	Unsubstantiated
Inmate	Staff	Sexual Harassment	Unfounded
Inmate	Staff	Sexual Assault	Unfounded
Inmate	Inmate	Sexual Harassment	Unfounded
Inmate	Staff	Sexual Harassment	Unfounded
Inmate	Inmate	Sexual Assault	Substantiated
Inmate	Inmate	Sexual Harassment	Unfounded
Inmate	Inmate	Sexual Assault	Unfounded
Inmate	Inmate	Sexual Assault	Unsubstantiated
Inmate	Inmate	Sexual Harassment	Substantiated
Inmate	Staff	Sexual Assault	Unfounded
Inmate	Unknown	Sexual Assault	Unfounded
Inmate	Staff	Sexual Assault	Unsubstantiated
Inmate	Inmate	Sexual Assault	Unfounded
Inmate	Inmate	Sexual Harassment	Unsubstantiated
Inmate	Inmate	Sexual Harassment	Unfounded
Inmate	Staff	Sexual Harassment	Unfounded
Inmate	Unknown	Sexual Assault	Unfounded
Inmate	Inmate	Sexual Harassment	Unsubstantiated
Inmate	Inmate	Sexual Harassment	Substantiated
Inmate	Staff	Sexual Assault	Substantiated
Inmate	Inmate	Sexual Harassment	Unsubstantiated
Inmate	Unknown	Sexual Harassment	Unfounded
Inmate	Staff	Sexual Harassment	Unfounded
Inmate	Staff	Sexual Harassment	Unfounded
Inmate	Inmate	Sexual Harassment	Unfounded
Inmate	Inmate	Sexual Harassment	Unsubstantiated
Inmate	Inmate	Sexual Harassment	Unsubstantiated
Inmate	Inmate	Sexual Harassment	Substantiated

Inmate	Inmate	Sexual Assault	Unfounded
Inmate	Staff	Sexual Assault	Unfounded

Throughout the facility, there were a total of 21 reports of sexual harassment and 15 reports of sexual assault. Of the 36 reported incidents 12 were against staff, 5 the accused was unknown and 19 were against inmates. Of the 19 reports of inmate on inmate contact, 14 were for sexual harassment and 5 were for sexual assault. All reports were thoroughly investigated and 23 of the reports were determined to be unfounded. 5 of the reports were determined to be substantiated and 8 reports were determined to be unsubstantiated.

There were 12 reports that listed Plymouth County Sheriff's Department staff as suspects. All of these cases were thoroughly investigated and 10 were determined to be unfounded, 1 was determined to be unsubstantiated, and 1 was determined to be substantiated.

There was an increase in reports of sexual abuse and harassment against staff in 2019 from 9 incidents in 2018 to 12 in 2019. I have reviewed all of the reports and subsequent investigations. It is my opinion, based upon the individual determination of each investigation; the increase of reports against staff members at Plymouth County Correctional Facility is a result of the inmates attempting to challenge security measures such as searches and cell extractions.

After reviewing all 36 reports, it is apparent that all cases were investigated properly and thoroughly, in accordance with Plymouth County Sheriff's Department policy and PREA standards. There was 1 case in 2019 which was submitted to the District Attorney for review. The District Attorney's office declined to pursue charges.

I have compiled historical data for the previous five years (2015-2019) to provide a better representation of all incidents of sexual abuse and harassment throughout the agency. This data covers the Plymouth County Correctional Facility which housed an average of 1051 inmates on a daily basis during 2019.

2015	Sexual Assault	Sexual Harassment	Total
Cell	4	12	16
Dormitory	6	6	12
Booking	1	1	2
Other	6	1	7
Total	17	20	37
2016	Sexual Assault	Sexual Harassment	Total
Cell	4	11	15
Dormitory	0	4	4
Booking	1	1	2
Other	6	1	7
Total	11	17	28
2017	Sexual Assault	Sexual Harassment	Total
Cell	7	6	13
Dormitory	2	4	6
Booking	2	1	3
Other	3	2	5
Total	14	13	27
*1 incident where inmate refused to provide investigators with additional information(2017)			
2018	Sexual Assault	Sexual Harassment	Total
Cell	4	7	11
Dormitory	5	5	10
Booking	0	2	2
Other	3	1	4
Total	12	15	27

2019	Sexual Assault	Sexual Harassment	Total
Cell	6	15	21
Dormitory	3	4	7
Booking	1	1	2
Other	5	1	6
Total	15	21	36

	PREA Statistics for annual report	2015	2016	2017	2018	2019
	General Information					
1.	Confined to PCCF on December 31	1,159	993	1,034	952	935
2.	New admissions to PCCF during the year	6,081	6,398	6,235	6,126	5,298
3.	Average daily population for year	1,049	1,100	1,051	995	1051
	Inmate-on-inmate sexual victimization					
1.	Between January 1 and December 31 how many allegations of inmate on inmate sexual abuse was reported?	15	8	4	3	5
2.	How many Substantiated?	0	1	1	0	1
3.	Unsubstantiated?	5	2	1	0	1
4.	Unfounded?	10	5	2	3	3
5.	Ongoing?	0	0	0	0	0
6.	Between January 1 and December 31 how many allegations of inmate on inmate sexual harassment were reported?	10	13	9	11	14
7.	How many Substantiated?	3	5	5	0	3
8.	Unsubstantiated?	5	5	0	5	6
9.	Unfounded?	2	3	4	6	5
10.	Ongoing?	0	0	0	0	0
	Staff-on-inmate abuse					
1.	Between January 1 and December 31 how many allegations of staff on inmate sexual harassment?	9	3	4	4	6
2.	How many substantiated?	0	0	0	0	0
3.	Unsubstantiated?	0	0	0	0	0
4.	Unfounded?	9	3	4	4	6
5.	Ongoing?	0	0	0	0	0
6.	Between January 1 and December 31 how many allegations of staff on inmate sexual abuse were reported?	2	4	2	5	6
7.	How many substantiated?	0	0	0	0	1
8.	Unsubstantiated?	0	0	1	0	1
9.	Unfounded?	2	3	1	5	4
10.	Ongoing?	0	0	0	0	0
	Unknown Perpetrator	-----	-----	-----	-----	5
1.	Total number of Substantiated incidents?	3	6	6	1	5
2.	Total number of Unsubstantiated incidents?	10	7	2	7	8
3.	Total number of Unfounded incidents?	23	15	20	19	23
4.	Total number of PREA incidents	36	28	28	27	36

In reviewing all reports since 2015, excluding those determined to be unfounded, inmates are typically victimized by other inmates and these crimes primarily occur in inmate living areas.

During 2019 the security upgrade project continued at the Plymouth County Correctional Facility, which included the installation of additional video cameras in all housing units and common areas throughout the facility. This digital camera system will provide better monitoring of the inmates in our care and custody as well as enhance the investigation process throughout the facility. During the PREA team annual tour additional cameras were recommended in various locations to further eliminate any blind spots.

In April of 2019 the facility upgraded our inmate management software to OMS this system is designed to allow staff to conduct PREA risk assessments in the program as well as add alerts into the system to better prevent potential predators and victims from being housed together. The system has the ability to be upgraded in the future to further address any needs or issues that arise.

Also during 2019 all new employees attended classroom training that included a block of time dedicated to PREA. All staff completed PREA Field Training which consists of reading material as well as a sheet filled out by each staff member. A PREA investigator training course was conducted by the DOC and was attended by any Investigative staff who needed to take the course.

Over the course of the year 4 transgender inmates were housed at the facility for various lengths of time. Each inmate was interviewed by the PREA Manager to assess how they are adapting to the facility and if any accommodations needed to be made to meet their needs.

A PREA review committee continues to meet monthly and to discuss any issues relevant to PREA and the implementation of the PREA standards. Following each investigation of a PREA allegation the PREA committee makes an assessment regarding whether any changes to staffing levels or video monitoring are necessary to avoid prohibitive conduct. There were no recommendations made regarding staffing levels in 2019. Criteria reviewed in the staffing plan included: generally accepted practices, judicial findings of inadequacy, any findings of inadequacy from federal investigative agencies or internal/external audits, a physical tour of the facility, current inmate population, number and placement of supervisory staff, programs occurring on each shift, any state or local laws, the prevalence of substantiated and unsubstantiated incidents of sexual abuse, as well as any other relevant factors. In November 2019 a class of 28 Corrections Officers graduated from the academy and were assigned to shifts this has continued to allow the facility to maintain daily minimum staffing levels.

The Plymouth County Sheriff's Department is aggressively working to improve in all aspects of the PREA process and continues to make great strides in the prevention, detection and response to inmate sexual assaults and sexual harassment. The regularly assigned staff at the Plymouth County Sheriff's Department continues to do an outstanding job of managing care, custody and control of our inmates. They work very hard every day and interact with the inmates regularly and in a professional manner to ensure the Agency's mission is met.