



SOLANO COUNTY SHERIFF'S OFFICE
Thomas A. Ferrara, Sheriff-Coroner

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MEMORANDUM

January 30, 2018

TO: Sheriff Thomas A. Ferrara *IAF*

FROM: Lieutenant Bill Hornbrook *BH*

SUBJECT: Prison Rape Elimination Act Annual Report 2017

The Prison Rape Elimination Act (PREA) requires an annual report of all sexual abuse and harassment incidents alleged to have occurred in custody facilities. This report must be submitted to the Sheriff and made available to the public through our website. The report shall include the current year's statistics and comparisons to previous years, as well as identify problem areas and any corrective actions made.

On April 1, 2017, the Solano County Sheriff's Office implemented PREA standards in all three of our detention facilities. This included the implementation of new policies, education for inmates, new training for staff, and the appointment of a PREA Coordinator and PREA Managers, one at each facility: Justice Center Detention Facility (JCDF), Stanton Correctional Facility (SCF), and Claybank Detention Facility (CDF).

As part of the requirements for PREA compliance, an audit process was implemented. Audits are completed on a three-year cycle: 2017 marks the beginning of our efforts to become PREA compliant and the first year of our audit cycle. We contracted with a United States Department of Justice certified auditor in July of 2017. Over the next three years, the auditor will be inspecting each of our facilities and reviewing incident reports, policies and training.

During this first year of working towards PREA compliance, we have made many changes throughout the Sheriff's Office. These changes include new employee training on our stance of zero-tolerance for sexual harassment and abuse, as well as inmate education regarding their sexual safety while incarcerated within our facilities.

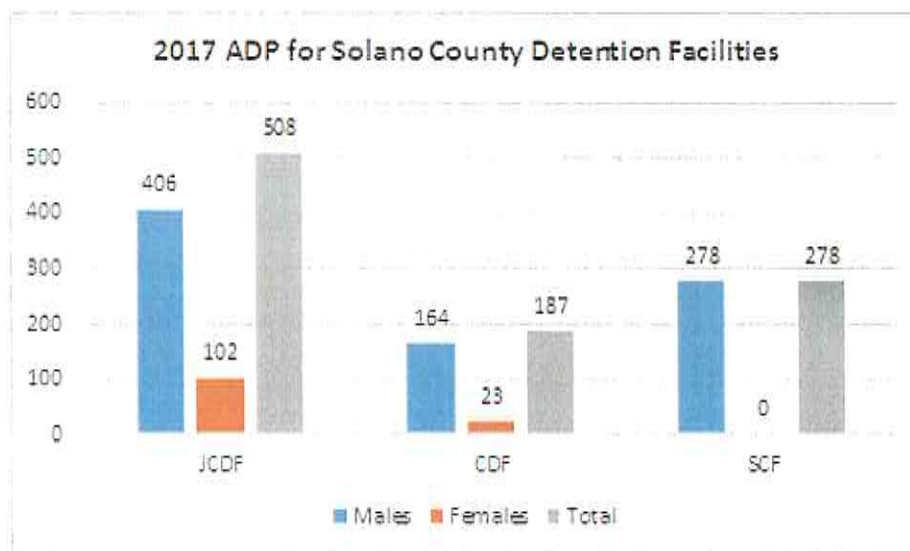
A toll-free hotline, through Safequest Solano, was put in place for inmates to call to report abuse or harassment and/or to request counseling for sexual abuse if they wish. We have posted signs throughout the facilities for inmates regarding their safety, and have expanded our inmate rulebook to include required PREA information.

Dedicated to Community Service

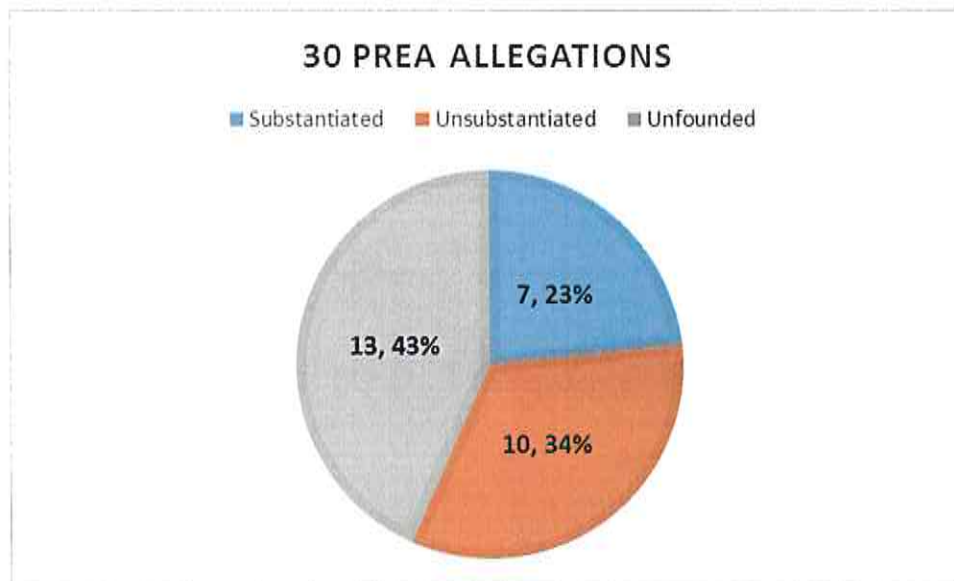
We have also added information for the public regarding PREA in our visiting lobbies and on our website. Below is a photograph of the visiting lobby at the Stanton Correctional Facility depicting information about our zero-tolerance policy, and also our reporting procedures.



The Average Daily Population (ADP) of inmates is an important number to look at before we examine how many PREA allegations were made. Over the course of the calendar year, the average daily population for all three facilities was 973 inmates; 848 males and 125 females. Below is a breakdown of the average daily number of inmates, by gender, at each facility during the 2017 calendar year.



In 2017, there were 30 reports filed by inmates alleging sexual abuse or harassment. Prior to 2017, these reports were not tracked; the data collected this year will form the baseline for future comparisons. Of the 30 reports, 22 were from inmates at the Justice Center Detention Facility, 5 were from the Claybank Detention Facility, and 3 were from the Stanton Correctional Facility. There were a total of 7 substantiated cases, 10 unsubstantiated, and 13 unfounded. Of the 30 cases, 18 were reported against another inmate and 12 were against staff. Only 3 of the cases were reported as criminal in nature: the rest were harassment related. There were no substantiated claims against an employee. Below is a breakdown of PREA case dispositions.



Justice Center Detention Facility

Cases	Accused	Complaint	Disposition
1	Inmate	Sexual act	Unsubstantiated
2	Staff	Harassment	Unfounded
3	Inmate	Harassment	Unsubstantiated
4	Staff	Misconduct	Unfounded
5	Staff	Misconduct	Unfounded
6	Staff	Harassment	Unfounded
7	Inmate	Harassment	Unsubstantiated
8	Inmate	Harassment	Unsubstantiated
9	Inmate	Harassment	Unsubstantiated
10	Staff	Harassment	Unfounded
11	Staff	Misconduct	Unfounded
12	Staff	Misconduct	Unfounded
13	Staff	Harassment	Unfounded
14	Inmate	Harassment	Substantiated
15	Staff	Harassment	Unfounded
16	Inmate	Harassment	Unsubstantiated

17	Inmate	Sexual act	Unfounded
18	Inmate	Sexual Contact	Unfounded
19	Inmate	Sexual Contact	Unsubstantiated
20	Staff	Misconduct	Unfounded
21	Inmate	Sexual act	Unsubstantiated
22	Inmate	Harassment	Substantiated

Claybank Detention Facility

Cases	Accused	Complaint	Disposition
1	Inmate	Sexual act	Substantiated
2	Inmate	Harassment	Unsubstantiated
3	Inmate	Harassment	Substantiated
4	Inmate	Sexual act	Substantiated
5	Staff	Harassment	Unfounded

Stanton Correctional Facility

Cases	Accused	Complaint	Disposition
1	Inmate	Harassment	Substantiated
2	Staff	Harassment	Unfounded
3	Inmate	Harassment	Substantiated

In the 18 cases involving inmate complaints against another inmate, the two parties were separated and reassigned into different housing units. When an inmate made an allegation against a staff member, staff was reassigned to other areas of the jail until an investigation could be completed. Of the three criminal complaints, one case was an allegation of indecent exposure by a male inmate towards another male inmate. This case could not be proven, and was classified as unsubstantiated. The second case involved two female inmates where one was accused of indecent exposure and harassment. This case was substantiated. The third case involved two female inmates; one inmate was accused of groping the other. The case was substantiated. Both of these substantiated cases were sent to the District Attorney's Office for review and possible filing. Neither case had enough evidence for criminal charges.

Looking at the disparity of allegations between facilities, the Justice Center Detention Facility leads all facilities in complaints (22 at the Justice Center Detention Facility compared to 5 at the Claybank Detention Facility and 3 at the Stanton Correctional Facility). This was unexpected because PREA-related inmate education began at the Stanton Correctional Facility. The expectation was we would receive more allegations from inmates who were most knowledgeable about the Prison Rape Elimination Act; however, the concentrated efforts at the Stanton Correctional Facility did not produce a higher number of allegations at that facility as predicted. By the middle of the year, education was being provided to all inmates at all of our detention facilities.

A closer look at the inmates housed at the Justice Center Detention Facility showed some characteristics that could explain the larger number of allegations. As reported earlier, the Justice Center Detention Facility has the largest number of inmates on an average daily basis. The Justice Center Detention Facility is also the only facility to have two inmates make multiple complaints: one inmate made two, and the other made seven. A review of these inmates' records indicates that PREA-type allegations were not the only thing they made repeated complaints about. These inmates also filed more complaints and/or grievances than many other inmates. In the PREA cases, it is possible the inmates were trying to manipulate the system to remove specific officers from working in their living areas or to get other inmates removed from their areas. None of the cases alleged by these two inmates were substantiated.

Substantiated allegations may be the more important statistic to review. The numbers were nearly identical at each facility: there were two at the Justice Center Detention Facility, three at the Claybank Detention Facility, and two at the Stanton Correctional Facility.

Incident reviews are completed on all sexual abuse investigations, unless the case was determined to be unfounded. The purpose of the review is to determine if there needs to be any changes made in policy or practices to better detect, prevent, or respond to sexual abuse. The review also looks at the potential motivations of incidents like race, gender identification, sexual preference, and gang affiliations.

In our review and investigation into these 17 cases, we did not see any specific changes that needed to be made to prevent incidents. However, the implementation of numerous new policies helped us better protect inmates who were victims or could become potential victims. These policies came about as a direct result of going through the audit process and working towards PREA compliance.

Moving further towards PREA compliance is our goal in 2018. The auditing process began at the Stanton Correctional Facility in 2017, and is scheduled to be completed in the Spring of 2018. Later in 2018, the PREA audit process will begin at the Claybank Detention Facility with the Justice Center Detention Facility audit to follow in 2019. This will conclude the 3-year process to complete our facility audits and reach compliance with Federal PREA regulations.