



PRISON RAPE ELIMINATION ACT 2022 ANNUAL DATA & COMPLIANCE REPORT 2021 REPORTING DATA



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Washington State Department of
CHILDREN, YOUTH & FAMILIES

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What is PREA?

Signed into law by President Bush on Sept. 4, 2003, the Prison Rape Elimination Act (PREA) ([28 CFR § 115 Prison Rape Elimination Act National Standards](#)) is the first federal civil statute focused specifically on addressing sexual abuse and harassment in juvenile facilities, jails, prisons, lockups, and other facilities throughout the country. PREA established the National Prison Rape Elimination Commission, which held hearings about sexual misconduct in custody, issued reports on the problem of sexual victimization, and proposed standards for the prevention, detection, and response to sexual misconduct in criminal and juvenile justice settings. On June 20, 2012, the Department of Justice officially published the final standards for four types of facilities: juvenile facilities, adult prisons and jails, lockups, and community confinement facilities.

Juvenile Rehabilitation (JR), under the Washington State Department of Children, Youth, and Families (DCYF), is committed to ensuring that young people in our care are safe and well cared for in a trauma-informed and responsive environment. In order to meet that commitment, we have a dedicated PREA administrator who works to develop, implement, and oversee agency compliance with [PREA juvenile standards](#). In addition, each JR facility has a designated PREA compliance manager who oversees facility efforts to comply with PREA standards. JR continues to be committed to meeting all PREA standards by maintaining a zero-tolerance attitude and policy toward all forms of sexual abuse and sexual harassment in all its facilities.

Implementation of the more than 170 standards includes, but is not limited to, new or modified policies, procedures and forms, and information technology upgrades addressing areas such as:

- Collecting and reporting data on sexual abuse and harassment (IT system upgrades)
- Viewing and searching limitations when conducted by the opposite gender
- Ensuring immediate response and investigation of all allegations
- Providing multiple ways of reporting abuse (includes outside agencies)
- Ensuring medical, mental health, and victim advocate support services
- Monitoring for post-reporting retaliation
- Referring perpetrators for investigation and potential prosecution
- Staff, contractor, and volunteer training and resident education
- Establishment of a PREA compliance manager at each facility

JR operated three secure, medium to maximum-security institutions until the client closure of the Naselle Youth Camp on Sept. 7, 2022, and eight non-secure community facilities throughout the state. The two remaining secure facilities are located in Snoqualmie, Washington, and Chehalis, Washington.

*Denotes facilities that had Department of Justice (DOJ) PREA audits completed in fall/winter 2021.

+Denotes facilities scheduled for DOJ PREA audits in fall/winter 2022.

No notation means the JR facility is due for a DOJ PREA audit in fall/winter 2023.

Table 1: Year-by-Year Resident Data for all JR Facilities

Criteria	2019	2020	2021
Number of youth admitted to JR during the target year?	509	470	307
Number of youth released/discharged from JR during the target year?	387	379	303
On Dec. 31 of target year, how many persons were housed in JR residential facilities?	417	395	323
On Dec. 31 of target year, how many males were housed in JR residential facilities?	392	366	299
On Dec. 31 of target year, how many females were housed in JR residential facilities?	25	29	24
On Dec. 31 of target year, how many JR residents were age 17 or younger?	199	194	102
On Dec. 31 of target year, how many JR residents were age 18-20?	218	201	221

Allegation Tracking

All allegations of sexual abuse and sexual harassment, whether verbal or written, are entered into JR’s Automated Client Tracking (ACT) system as electronic incident reports. ACT sexual abuse and sexual harassment data is collected from the below facilities.

Secure Facilities

Echo Glen Children’s Center

Echo Glen Children’s Center in Snoqualmie, Washington, is a medium/maximum security facility that is not fenced, but bordered by natural wetlands. It provides treatment services for the youngest male-identifying youth in secure facilities and is the only institution for female-identifying youth. Echo Glen provides educational services for a wide range of youth with varying needs. It provides Dialectical Behavior Therapy (DBT), Aggression Replacement Training (ART), cultural programming, sex offense-specific treatment, and inpatient chemical dependency treatment. Youth are also served by Issaquah School District for school and have innovative partnerships that offer unique and diverse opportunities to young people there.

[Echo Glen Children's Center | Washington State Department of Children, Youth, and Families](#)

+Green Hill School

Green Hill School in Chehalis, Washington, is a medium/maximum security fenced facility that provides young men 18-25 who have been sentenced to JR with education and vocational training. Educational options include high school diploma, general equivalency diploma (GED), and college coursework. Vocational programs include computer technology, light machine fabrication, vehicle maintenance, landscaping, welding, and the Juvenile Vocational Industries Program or “JVIP.” Green Hill School provides DBT, ART, cultural programming, sex offense-specific treatment, and intensive outpatient chemical dependency treatment. Other unique programs include peer-to-peer mentoring, credible messengers (mentoring), and Gateways through Evergreen State College. Young people sentenced by the Department of Corrections also reside at Green Hill School.

[Green Hill School | Washington State Department of Children, Youth, and Families](#)

*Naselle Youth Camp

Naselle Youth Camp in Naselle, Washington, is a medium-security facility that is not fenced. It provides educational and treatment services for youth identifying as male. Educational options include high school diploma and GED. Treatment services include DBT, ART, cultural programming, sex offense-specific treatment, and outpatient chemical dependency treatment. Naselle, in collaboration with the Department of Natural Resources, offers a forestry work program and, in collaboration with the Department of Fish and Wildlife, an aquaculture program. Youth involved in the forestry program assist with fighting fires during the height of firefighting season. Effective Sept. 7, 2022, Naselle Youth Camp was closed for residents.

[Naselle Youth Camp | Washington State Department of Children, Youth, and Families](#)

Community Facilities

*Canyon View Community Facility

Canyon View Community Facility, a 15-bed transitional facility for youth who identify as male, is located in East Wenatchee, Washington. The focus of Canyon View is to successfully transition youth back into the community by providing individual treatment, DBT skills acquisition and generalization, a variety of educational, vocational, and employment opportunities, and support for family reintegration. Youth have the opportunity to participate in high school educational programming both on site and on campus at Eastmont High School and Wenatchee Valley College. Vocational training programs through Skills Center and Skills Source and opportunities for employment in the community are also offered.

[Canyon View Community Facility | Washington State Department of Children, Youth and Families](#)

Oakridge Community Facility

Oakridge Community Facility is a 16-bed transitional facility for youth who identify as male, and is located in Lakewood, Washington. All youth participate in the [Manufacturing Academy \(MA\)](#). MA is a 24-week program consisting of a pre-apprenticeship vocational training program and the possibility of a paid internship. MA provides an overview of basic manufacturing skills in preparation for an entry-level position. Instructed by the Aerospace Joint Apprenticeship Committee (AJAC) at Bates Technical College (downtown campus), students gain experience in blueprint reading, precision measuring, riveting, electric soldering, and much more. Students who graduate from this program earn seven industry-standard certifications and both high school (if needed) and college credits. Youth are not eligible to work in the community until after they complete this 24-week program.

[Oakridge Community Facility | Washington State Department of Children, Youth and Families](#)

+Parke Creek Community Facility

Parke Creek Community Facility is a 14-bed transitional facility located in Ellensburg, Washington. In partnership with Echo Glen Children’s Center, this community facility serves the youngest male-identifying youth in JR’s system. Parke Creek provides Cognitive Behavioral Treatment (CBT) services and an onsite school program for youth with a minimum-security classification. Residents have many opportunities to be in the community to participate in shopping, recreation, field trips, local community activities, and family visits. They

can also earn community involvement passes to go out in the community with family. Youth who complete the Parke Creek program transition home, transfer to another community facility, or are released to parole services or home.

[Parke Creek Community Facility | Washington State Department of Children, Youth and Families](#)

Ridgeview Community Facility

Ridgeview Community Facility, a 10-bed transitional facility for female-identifying youth, is located in Yakima, Washington. Ridgeview provides strength-based, gender-responsive programming and CBT. Residents are provided the skills necessary to increase self-confidence, the ability to self-monitor their behaviors and emotions, and the ability to respect themselves and others. Ridgeview incorporates both DBT as part of JR’s Integrated Treatment Model (ITM) and gender-responsive programming specific for young women. Ridgeview staff build upon residents’ strengths to allow them to realize their potential, set and achieve goals, and become productive members of their communities. Residents have many opportunities to be in the community and may attend school, work, and participate in community outings such as shopping, movies, hikes, volunteer/community service, etc. They may also earn community involvement passes with family and authorized home leave visits.

[Ridgeview Community Facility | Washington State Department of Children, Youth and Families](#)

***Sunrise Community Facility**

Sunrise Community Facility is a 13-bed transitional facility for youth who identify as male, and is located in Ephrata, Washington. Sunrise has two programs that youth can participate in – the first is Columbia Basin Job Corps, and the second is Open Doors out of Big Bend Community College. Both programs are located in Moses Lake, Washington. Residents must be 16 years of age and eligible to enroll in the Job Corps Program or in the Open Doors program along with a minimum of 8–12 months remaining on their sentence. Through this partnership, youth can achieve their education goals and receive career technical training. They have an opportunity to pursue a career in the following trades: carpentry, cement, painting, plastering, finance and business, welding, culinary arts, CISCO Networking, and facilities maintenance. They can obtain the skills needed to become independent and employable and pursue further educational goals. Residents receive incentive pay through their participation in the Columbia Basin Job Corps Program and have many opportunities to be in the community to participate in shopping, recreation, field trips, local community activities, family visits, and earn community involvement passes to go out in the community with family. Sunrise staff fosters a warm and caring environment and work very hard to match to each individual’s goals. They partner closely with the Job Corps staff to ensure each resident has access to all programs offered at the center, including opportunities to be in the community working for an employer through the work-based learning program. Upon release, youth have an opportunity to earn their high school diploma or GED along with job placement or admission into a college program.

[Sunrise Community Facility | Washington State Department of Children, Youth and Families](#)

***Touchstone Community Facility**

Touchstone Community Facility is a 16-bed transitional facility for youth who identify as male, and is located in Olympia, Washington. The focus of this facility is to successfully transition young men back into the community by providing individual treatment, skills acquisition and generalization, and a variety of educational opportunities and support for family reintegration. Youth at Touchstone have the opportunity to attend high school in the community high school, vocational training programs, community college, or gain employment in the community. They have many opportunities to be in the community to participate in shopping, recreation, field trips, local community activities, family visits, and earn community involvement passes to go out in the community with family.

[Touchstone Community Facility | Washington State Department of Children, Youth and Families](#)

+Twin Rivers Community Facility

Twin Rivers Community Facility is a 16-bed transitional facility for youth who identify as male, and is located in Richland, Washington. Twin Rivers provides DBT to all youth with an emphasis on individualized treatment and transition. Residents are able to learn and generalize skills in a community-based setting. Twin Rivers provides opportunities to work toward individual goals, which include attending community-based programs such as local secondary school, community college, skills centers, and employment opportunities. Staff work closely with each young person, allowing opportunities to complete community service hours and restitution. The treatment team embraces individual differences and, through relationships, learns how to assist youth in achieving their goals. Youth have many opportunities to be in the community to participate in shopping, recreation, field trips, local community activities, family visits, and earn community involvement passes to go out in the community with family. Twin Rivers works collaboratively with residents and their families to support a successful transition back into their local community.

[Twin Rivers Community Facility | Washington State Department of Children, Youth and Families](#)

+Woodinville Community Facility

Woodinville Community Facility is a 16-bed transitional facility for youth who identify as male, and is located in Woodinville, Washington. Woodinville is a skill-based program that utilizes the principles and skills of the ITM, specifically DBT. Woodinville strives to prepare youth for successful re-entry by increasing family contact, developing job readiness skills and placement, and supporting educational/vocational goals. Programming is designed to meet each individual’s needs, with ongoing modeling and coaching from staff. Woodinville Community Facility is a therapeutic environment that supports youth who demonstrate a willingness to develop their own individual program and prepare for successful community integration. Residents have many opportunities to be in the community to participate in shopping, recreation, field trips, local community activities, family visits, and earn community involvement passes to go out in the community with family.

[Woodinville Community Facility | Washington State Department of Children, Youth and Families](#)

Allegations and Investigations

We ensure that all administrative investigations into allegations of sexual abuse and sexual harassment use the correct standard of proof – a preponderance of the evidence, which means the greater weight of the

evidence. Using the proper evidentiary standard enables our agency to substantiate actual incidents of sexual abuse and sexual harassment in non-criminal investigations. Consistent, properly done investigations into allegations, including using the appropriate evidentiary standard, will increase the chances that consequences will follow substantiated reports of sexual abuse and sexual harassment while also encouraging reporting and deterring further abuse. JR uses the evidentiary standard for administrative investigations from the federal guidelines in 28 CFR § 115.72 to lead our work.

Definitions

JR uses PREA federal definitions for all categories of sexual victimization.

Sexual abuse includes—

- (1) Sexual abuse of an inmate, detainee, or resident by another inmate, detainee, or resident; and
- (2) Sexual abuse of an inmate, detainee, or resident by a staff member, contractor, or volunteer.

Sexual abuse of an inmate, detainee, or resident by another inmate, detainee, or resident includes any of the following acts, 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:

- (1) Contact between the penis and the vulva or the penis and the anus, including penetration, however slight;
- (2) Contact between the mouth and the penis, vulva, or anus;
- (3) Penetration of the anal or genital opening of another person, however slight, by a hand, finger, object, or other instrument; and
- (4) Any other intentional touching, either directly or through the clothing, of the genitalia, anus, groin, breast, inner thigh, or the buttocks of another person, excluding contact incidental to a physical altercation.

Sexual abuse of an inmate, detainee, or resident by a staff member, contractor, or volunteer includes any of the following acts, with or without consent of the inmate, detainee, or resident:

- (1) Contact between the penis and the vulva or the penis and the anus, including penetration, however slight;
- (2) Contact between the mouth and the penis, vulva, or anus;
- (3) Contact between the mouth and any body part where the staff member, contractor, or volunteer has the intent to abuse, arouse, or gratify sexual desire;
- (4) Penetration of the anal or genital opening, however slight, by a hand, finger, object, or other instrument, that is unrelated to official duties or where the staff member, contractor, or volunteer has the intent to abuse, arouse, or gratify sexual desire;
- (5) Any other intentional contact, either directly or through the clothing, of or with 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;
- (6) Any attempt, threat, or request by a staff member, contractor, or volunteer to engage in the activities described in paragraphs (1)-(5) of this section;
- (7) Any display by a staff member, contractor, or volunteer of his or her uncovered genitalia, buttocks, or breast in the presence of an inmate, detainee, or resident, and
- (8) Voyeurism by a staff member, contractor, or volunteer.

Voyeurism by a staff member, contractor, or volunteer means an invasion of privacy of an inmate, detainee, or resident by staff for reasons unrelated to official duties, such as peering at an inmate who is using a toilet in

their cell to perform bodily functions; requiring an inmate to expose their buttocks, genitals, or breasts; or taking images of all or part of an inmate’s naked body or of an inmate performing bodily functions.

Sexual harassment includes—

- (1) 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; and
- (2) Repeated verbal comments or gestures of a sexual nature to an inmate, detainee, or resident 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.

Allegations and Cases

Table 2: Total Allegations of Sexual Victimization in all Facilities (Three-Year Comparison)

Year	Youth-on-Youth Non-consensual Sexual Acts		Youth-on-Youth Abusive Sexual Contact		Youth-on-Youth Sexual Harassment		Staff-on-Youth Sexual Misconduct		Staff-on-Youth Sexual Harassment	
	All	Sub	All	Sub	All	Sub	All	Sub	All	Sub
2021	1	0	10	5	10	5	31	5	1	0
2021 (Hx: 0-5 yrs)	1	0	0	0	0	0	3	0	0	0
2021 (Hx: 6-10 yrs)	0	0	0	0	0	0	0	0	0	0
2021 (Hx: 11-15 yrs)	0	0	0	0	0	0	1	1	0	0
2021 (Hx: 15-20 yrs)	0	0	0	0	0	0	8	2	0	0
2021 (Hx: 20-25 yrs)	0	0	0	0	0	0	5	0	0	0
2021 (Hx: 26+ yrs)	0	0	0	0	0	0	4	0	0	0
Total 2021	2	0	10	5	10	5	52*	8	1	0
2020	1	1	15	6	14	3	25	3**	4	4#
2019	4	1	24	5	21	8	23	3	1	0

All = All allegations

Sub = Allegations that were substantiated

** = 2 of 3 involved were contracted employees

= involved 1 staff and 4 different residents

* = 21/52 were historical allegations for incidents prior to 2021

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Table 3A: 2021 Substantiated Cases of Sexual Victimization at Each Facility

Facility	Staff Sexual Misconduct	Youth/Youth Sexual Abuse	Sexual Harassment	
			Youth	Staff
Canyon View	0	0	0	0
Oakridge	1	0	0	0
Parke Creek	2	0	0	0
Ridgeview	0	0	0	0
Sunrise	0	0	0	0
Touchstone	0	0	0	0
Twin Rivers	0	0	0	0
Woodinville	0	0	0	0
Echo Glen	1	4	2	0
Green Hill	3	0	1	0
Naselle	1	1	2	0
Total	8	5	5	0

Abusive Sexual Contact and Non-consensual Sexual Acts are combined under Youth/Youth Sexual Abuse

Table 3B: 2020 Substantiated Cases of Sexual Victimization at Each Facility

Facility	Staff Sexual Misconduct	Youth/Youth Sexual Abuse	Sexual Harassment	
			Youth	Staff
Canyon View	0	0	0	0
Oakridge	0	0	0	0
Parke Creek	0	0	0	0
Ridgeview	0	0	0	0
Sunrise	0	0	0	0
Touchstone	0	0	0	0
Twin Rivers	0	0	1	0
Woodinville	0	0	0	0
Echo Glen	2	5	0	0
Green Hill	1	2	2	4
Naselle	0	0	0	0
Total	3	7	3	4

Abusive Sexual Contact and Non-consensual Sexual Acts are combined under Youth/Youth Sexual Abuse

Table 3C: 2019 Substantiated Cases of Sexual Victimization at Each Facility

Facility	Staff Sexual Misconduct	Youth/Youth Sexual Abuse	Sexual Harassment	
			Youth	Staff
Canyon View	0	0	0	0
Oakridge	0	0	0	0
Parke Creek	0	0	0	0
Ridgeview	0	0	0	0
Sunrise	0	0	0	0
Touchstone	2	0	0	0
Twin Rivers	0	0	0	0
Woodinville	0	0	0	0
Echo Glen	0	2	2	0
Green Hill	0	3	5	0
Naselle	1	1	1	0
Total	3	6	8	0

Comparative Data Analysis of 2021, 2020, and 2019

Allegations of sexual abuse increased during the period 2019-2021. Twenty-one historical allegations were reported in 2021 by individuals who were in JR custody from two to thirty years ago. JR is defining historical reporting as two years or more ago. The numbers in the chart below include all allegations from any year reported.

2021 number of allegations	2020 number of allegations	2019 number of allegations
64	41	51

Allegations of sexual harassment decreased during the period 2019-2021.

2021 number of allegations	2020 number of allegations	2019 number of allegations
12	18	22

Resident-on-Resident Incidents

Allegations of *abusive sexual contact* increased between 2019 to 2021.

Allegations of *sexual harassment* decreased between 2019 to 2021.

Allegations of *non-consensual sexual acts*, occurred seven times between 2019 to 2021, with four allegations occurring in 2019 alone. Two of the seven were substantiated (Table 2).

Each JR facility has implemented a Sexual Assault Coordinated Response Plan to ensure the continued safety of youth. Victims of sexual abuse and sexual harassment are provided/offered crisis counseling and victim advocate services. DCYF/JR partners with hospitals and advocacy services for youth. Law enforcement, Child Protected Services, and internal JR investigations take place when an incident occurs.

Staff-on-Resident Incidents

Allegations of *staff sexual misconduct* decreased from 2019 to 2020. From 2020 to 2021, the allegations increased. There is a systemic review of the reasons for that increase that we are conducting. Of the 81 allegations for the period 2019 to 2021, nine were substantiated, and 72 were not. Several cases that were determined as unsubstantiated were from resident third-party reports that provided few or no details such as date and time of incident, alleged victim(s), alleged witness(s), or where the incident occurred.

Allegations of *staff sexual harassment* have continued to be fairly rare occurrences. Allegations increased from one in 2019, to four in 2020, then two in 2021.

2021 Agency Actions

- A 2020 federal audit revealed that a JR institution did not meet the staffing ratios during school hours. JR proposed, and the Office of Superintendent of Public Instruction agreed, that DCYF develop and deliver a crisis management and verbal de-escalation training for school district employees in the next year. Several training dates were provided to more than 80 school district staff in 2021.
- Three community facilities and one institution successfully completed federal PREA audits in November 2021. None of the facilities required a corrective action plan.
- JR created a New Employee Academy (NEA) in 2022 to prepare staff professionally for their roles. The JR PREA administrator provides PREA orientation monthly during NEA and offers video conference training for any staff unable to attend in person. JR staff are receiving additional training on PREA 115.315 – Viewing and searching limitations when conducted by the opposite gender.
- JR provides PREA education and training to all youth multiple times throughout their time in our facilities. Youth are also taught the multiple ways reports can be initiated regarding sexual abuse and sexual harassment.
- JR continues to upgrade all facilities through construction of new buildings and updating/installing new video monitoring systems across the agency.
- JR welcomed new PREA compliance managers in 2022 at Echo Glen Children’s Center, Green Hill School, Parke Creek Community Facility, Canyon View Community Facility, and Ridgeview Community Facility.

Felice J. Upton

Felice Upton, Assistant Secretary of Juvenile Rehabilitation
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10/07/2022

Published Date

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