POLICY:

The Galveston County Juvenile Justice Department (GCJJD) observes a zero tolerance policy and practice regarding all forms of sexual abuse and sexual harassment of any juvenile or other individual served by a department program or facility. It is the goal of the GCJJD to establish policies, procedures and practices that ensure effective prevention, detection, reduction, intervention, and punishment of sexual assault or sexual behavior while a juvenile is in the legal care, custody or control of any component of the Galveston County Juvenile Justice Department. The Galveston County Juvenile Justice Department has developed and implemented extensive policies and procedures related to PREA and Abuse, Neglect and Exploitation in order to safeguard, to the greatest degree possible, the health and safety of the department’s clients from all forms of sexual abuse, sexual harassment or other abusive behavior.

DEFINITIONS:

The following definitions shall apply:

**Contractor** - a person who provides services on a recurring basis pursuant to a contractual agreement with the Galveston County Juvenile Justice Department.

**Exigent circumstances** - any set of temporary and unforeseen circumstances that require immediate action in order to combat a threat to the security or institutional order of a facility.

**Gender nonconforming** - a person whose appearance or manner does not conform to traditional societal gender expectations.

**Juvenile facility** - a facility primarily used for the confinement of juveniles pursuant to the juvenile justice system or criminal justice system.

**Medical practitioner** - a health professional who, by virtue of education, credentials, and experience, is permitted by law to evaluate and care for patients within the scope of his or her professional practice. A “qualified medical practitioner” refers to such a
professional who has also successfully completed specialized training for treating sexual abuse victims.

**Mental health practitioner** - a mental health professional who, by virtue of education, credentials, and experience, is permitted by law to evaluate and care for patients within the scope of his or her professional practice. A “qualified mental health practitioner” refers to such a professional who has also successfully completed specialized training for treating sexual abuse victims.

**Resident** - any person confined or detained in a juvenile facility.

**Definitions related to sexual abuse.**

*Sexual abuse* includes:

1. Sexual abuse of a resident by another resident; and

2. Sexual abuse of a resident by a staff member, contractor, or volunteer.

Sexual abuse of a resident by another 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 a resident by a staff member, contractor, or volunteer includes any of the following acts, with or without consent of the 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 a resident, and

(8) Voyeurism by a staff member, contractor, or volunteer.

Voyeurism by a staff member, contractor, or volunteer means:

(1) An invasion of privacy of a resident by staff for reasons unrelated to official duties, such as peering at an inmate who is using a toilet in his or her cell to perform bodily functions;

(2) Requiring a resident to expose his or her buttocks, genitals, or breasts; or

(3) 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 resident directed toward another; and

(2) Repeated verbal comments or gestures of a sexual nature to a 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.

Indecent exposure by staff, contractor or volunteer includes:

(1) Any display of his or her genitalia, buttocks or breast in the presence of a youth.
PROCEDURE:

Coordination & Compliance

The Deputy Director of Special Programs is designated as the agency-wide PREA Coordinator for the GCJJD. The PREA Coordinator will be responsible for the development, implementation and oversight of the department’s efforts to comply with PREA standards in all of the department’s facilities. The GCJJD has further designated the Deputy Director of Detention, Deputy Director of Casework and the Detention Superintendent as PREA compliance managers in order to assist in the department’s efforts to comply with PREA standards and local policies and procedures.

Contracts & Contract Monitoring

The Galveston County Juvenile Justice Department requires all private agencies or other entities engaging in contract with the GCJJD for the confinement of residents to adopt and fully comply with all federal laws inclusive of PREA standards. Contract monitoring is conducted by the Deputy Director - Casework Services utilizing the following monitoring methods:

TJJD Form: Private Service Provider Contractual Monitoring and Evaluation Report - Residential Services

- Interview with Placement Officer
- Compliance Monitoring Enforcement Tracking System (COMETS)
- Review of ANE and Serious Incident allegations for fiscal year
- Confirmation of facility registration with TJJD if applicable
- Obtain written statement from facility to following questions:
  - Is any civil or criminal litigation pending or contemplated related to your business operations?
  - Have any investigations occurred or are contemplated related to the business operations or staff by the United States Dept. of Justice, FBI, or any external law enforcement agency or advocacy group?

All Galveston County Juvenile Justice Department contracts include a no fault clause for termination of the contract in the event that the department finds that the private agency has failed to comply with PREA requirements and, cannot or will not come into compliance.

Supervision and Monitoring

The Galveston County Juvenile Justice Department has developed, implemented, and documented staffing and supervision plans that provide for levels of staffing and supervision that exceeds both state and federal standards. At least one juvenile supervision officer is assigned to each pod (i.e., eight bed single occupancy housing unit) during program hours and one juvenile supervision officer to every 16 residents during non-program hours. Existing policies and staffing plans provide for continuous
uninterrupted visual supervision by a juvenile supervision officer during regular program hours and random room checks at intervals not to exceed 13 minutes during non-program hours. Staff ratios meet or exceed the minimum requirement of 1:8 during resident waking hours and 1:16 during resident sleeping hours. See applicable policy and procedures including but not limited to:

- Monitoring of Rooms
- Schedule – Juvenile Supervision Officers
- Shift – Coverage & Responsibilities
- Supervision – JSOs of Residents
- Coverage – JSO
- Supervision JSO
- Control Room
- Work Stoppage

The department follows the policies related to staffing noted above except during limited and discrete exigent circumstances, and documents deviations from the plan during such circumstances. Supervisors (i.e., Director, Deputy Directors, Detention Superintendent, Supervisor Special Programs, Intake Officers) will conduct unannounced rounds on day and night shifts to identify and deter staff sexual abuse and sexual harassment. These unannounced rounds will be documented for each housing unit in the POD log books or using the electronic data recording system referred to as “The PIPE”. Pursuant to federal standards, facility staff is prohibited from alerting other staff members that these supervisory staff rounds are occurring.

Additional facility monitoring is achieved through video monitoring. The facility has over 60 cameras strategically located throughout the Jerry J. Esmond Juvenile Justice Center. The cameras are monitored by control room personnel who are assigned to the control room 24 hours per day 365 days per year and, recorded by Digital Video Recorder (DVR). See department policy and procedure reference: Control Room.

The GCJJD conducts an annual review of department policies and procedures inclusive of any department needs to modify staffing plan, staffing patterns, deployment of video monitoring equipment, and availability of resources necessary to ensure adherence to the department’s staffing plan. The annual review will take into consideration generally accepted practices, judicial findings, federal investigative findings, finding by internal or external oversight bodies, facility plant design and components that might contribute to a PREA event, composition of resident population, number and placement of supervisory staff, institutional programming by shift, applicable state laws and standards, the prevalence of substantiated and unsubstantiated allegations of sexual abuse, and other relevant factors. See PREA 115.313 Limits to Cross- Gender Viewing and Searches

The Galveston County Juvenile Justice Department does not allow staff to engage in cross-gender strip search, cross-gender visual body cavity search, or cross-gender pat
searches. See department policy and procedure reference: Searches. Nonmedical staff members of the opposite gender will not view residents in a state of partial or total undress including during showers, bodily functions, or clothing changes that expose the breasts, buttocks, or genitalia except in unavoidable exigent circumstances. The presence of a staff member of the opposite gender to the gender of the residents’ assigned to a pod must be announced (e.g., D-Pod worker calls out to the girls in a voice loud enough to be heard throughout the pod “Male staff member in the pod” when a male worker is entering D-Pod).

GCJJJD staff is prohibited from searching or physically examining a transgendered or intersex resident for the sole purpose of determining the resident’s genital status. If a resident’s genital status is unknown, it will be determined by medical practitioner following conversation with the resident, review of medical records, or, if necessary, by medical examination conducted in private by a medical practitioner. All juvenile supervision officers receive training on how to conduct pat-down searches of all prospective residents. Pat-down search of transgendered or intersex residents will be conducted according to department policies, procedures and training for pat searches by a staff member of the same gender as the resident as determined by medical staff. The pat-down search will be conducted in a professional and respectful manner, and in the least intrusive manner possible, consistent with security needs. See department policy and procedure reference: Searches. Residents with Disabilities or Limited English Proficient

GCJJJD residents with disabilities of all types (e.g., learning disability, hearing impaired, visually impaired, limited English proficiency, intellectual, psychiatric or speech impediments, etcetera) will be accommodated in order for them to have an equal opportunity to participate in and benefit from all aspects of the Galveston County Juvenile Justice Departments efforts to prevent, detect, and respond to sexual abuse and sexual harassment. Accommodations will include, when necessary, sign language interpreters, assistance from staff, professional interpreter services when bi-lingual staff members lack the specialized vocabulary to effectively translate (GCJJJD maintains a contract with Masterword Services), large print, simplified explanations and other accommodations as necessary that ensure effective communication and the resident’s right to participate in and benefit from all aspects of the Galveston County Juvenile Justice Departments efforts to prevent, detect, and respond to sexual abuse and sexual harassment regardless of disability. The Galveston County Juvenile Justice Department does not rely on resident interpreters, resident readers or other types of resident assistants except in limited circumstances where an extended delay in obtaining an effective interpreter could compromise the resident’s safety, the performance of first response duties under §115.364 (Staff First Responder Duties), or the investigation of the resident’s allegations. Hiring and Promotion Decisions

The Galveston County Juvenile Justice Department does not hire, promote or enlist the services of anyone (including contractors) who: has engaged in sexual abuse in a prison,
jail, lockup, community confinement facility, juvenile facility, or other institution; has been convicted of engaging or attempting to engage in sexual activity in the community facilitated by force, overt or implied threats of force, or coercion, or if the victim did not consent or was unable to consent or refuse; or has been civilly or administratively adjudicated for engaging or attempting to engage in sexual activity in the community facilitated by force, overt or implied threats of force, or coercion, or if the victim did not consent or was unable to consent or refuse. The GCJJD will consider incidents of sexual harassment in determining whether to hire, promote or enlist the services of anyone. Potential employees who may have contact with residents are screened prior to employment through TXDFPS database, TXDPS Sex Offender Registry, fingerprint based criminal background checks using Fingerprint Applicant Services of Texas (FAST), physical exam inclusive of drug test, psychological examination through contract with Vincent Russelli PhD., employment reference check with prior employers and, written personal references from three person not related to the applicant who have known the applicant for at least one year. See department policy and procedure reference: Certification – Criminal History Check. Potential contract service providers, volunteers and interns who may have contact with residents are screened prior to contact with residents through TXDFPS database, TXDPS Sex Offender Registry, and fingerprint based criminal background checks using Fingerprint Applicant Services of Texas (FAST). Potential employees and current employees (during annual evaluation) will be asked if they have engaged in sexual abuse in a prison, jail, lockup, community confinement facility, juvenile facility, or other institution; has been convicted of engaging or attempting to engage in sexual activity in the community facilitated by force, overt or implied threats of force, or coercion, or if the victim did not consent or was unable to consent or refuse; or has been civilly or administratively adjudicated for engaging or attempting to engage in sexual activity in the community facilitated by force, overt or implied threats of force, or coercion, or if the victim did not consent or was unable to consent or refuse. Employees of the GCJJD are required to disclose any such conduct pursuant to federal law and state standards related to Abuse, Neglect and Exploitation. See department policy and procedure reference: Abuse, Exploitation and Neglect. Material omissions regarding sexually abusive misconduct, or the provision of materially false information, shall be grounds for termination. The GCJJD will, upon request for information, notify an institutional employer if a former employee who has made application for employment is not eligible for rehire at the GCJJD based on substantiated allegations of sexual abuse or sexual harassment.

Facility Upgrades and Technologies

The GCJJD has numerous closed circuit video cameras throughout the facility including all hallways and common areas and three cameras per living unit (pod). These cameras are monitored by a control room operator and recorded to secured digital video recorders. The department will consider the effect of design, acquisition, expansion, or modification upon the agency’s ability to protect residents from sexual abuse when designing or acquiring any new facility and in planning any substantial expansion or modification of existing facilities. The department will consider how technology upgrades may enhance the department’s ability to protect residents from sexual abuse when installing or updating
Evidence Protocol and Forensic Medical Examinations

The GCJJD does not conduct criminal investigations or process potential crime scenes for physical evidence that could be used for criminal prosecution. The department is required to report all allegation of sexual abuse to local law enforcement immediately but not later than one (1) hour of when an allegation is initially received. See department policy and procedure reference: Abuse, Exploitation and Neglect. Although the department is required to conduct an internal investigation within 30 days, the department will make every effort to secure any area where a sexual assault is alleged to have occurred in order to preserve any potential crime scene and maximize the potential for obtaining usable physical evidence pending law enforcement investigation and/ or forensic examination. The GCJJD will request that any law enforcement agency investigating an allegations of sexual assault at the facility to comply with PREA standards enumerated in Part 115.321(a-e) and as required by Part 115.321(g) of the Prison Rape Elimination Act National Standards. The Galveston County Juvenile Justice department will: provide alleged victims of sexual assault access to a victim advocate from the Resource & Crisis Center of Galveston County, Inc. or other rape crisis center; will provide medical treatment for victims of sexual abuse including testing for sexually transmitted diseases and HIV/AIDS for any resident designated as a victim of sexual assault/ abuse that is confirmed by criminal investigation, internal investigation or Texas Juvenile Justice Department investigation; and will provide behavioral health care services for victims of sexual abuse including assessment by a mental health professional for any resident designated as a victim of sexual assault/ abuse that is confirmed by criminal investigation, internal investigation or Texas Juvenile Justice Department investigation free of charge to the juvenile or their family. See department policy and procedure reference: Abuse, Exploitation and Neglect.

Policies to Ensure Referrals of Allegations for Investigation

The Galveston County Juvenile Justice Department is required by local policy and states standards enumerated in the Texas Administrative Code to report all allegation of sexual abuse to local law enforcement immediately but not later than one (1) hour of when an allegation is initially made and, to the Texas Juvenile Justice Department via phone within 4 hours of the time the person gains knowledge of or suspects the allegation occurred. Allegations of sexual harassment will be investigated in the same manner as sexual assault and evaluated for the existence of criminal behavior and/ or emotional abuse. The department is required to conduct an internal investigation within 30 days of the allegation being made. See department policy and procedure reference: Abuse, Exploitation and Neglect. The department policy on referral and investigation of sexual assault and sexual harassment will be maintained on the department website including the responsibilities of the department and law enforcement in investigating sexual misconduct at the Jerry J. Esmond Juvenile Justice Center.
Employee Training

The Galveston County Juvenile Justice Department provides comprehensive training to staff who have contact with residents through: PowerPoint slide show (Overview of the (PREA) Prison Rape Elimination Act (2003); video, documents, e-Course, and curriculum available through the U.S. Department of Justice as well as other materials as they become available. Galveston County PREA training is tailored to meet the attributes of juveniles served by the Jerry J. Esmond Juvenile Justice Center inclusive of both male and female residents. Staff receives PREA training at in-hire and refresher training on PREA and/or information on current sexual abuse and sexual harassment topics at least annually. Initial PREA training includes the following topics:

1. The department’s zero-tolerance policy for sexual abuse and sexual harassment;
2. How to fulfill my responsibilities under the department’s sexual abuse and sexual harassment prevention, detection, reporting and response policies and procedures;
3. Resident’s right to be free from sexual abuse and sexual harassment;
4. The right of residents and employees to be free from retaliation for reporting sexual abuse and sexual harassment;
5. The dynamics of sexual abuse and sexual harassment in juvenile facilities;
6. The common reactions of juvenile victims of sexual abuse and sexual harassment;
7. How to detect and respond to signs of threatened and actual sexual abuse and that residents of juvenile facilities in the state of Texas cannot consent to sexual contact with anyone;
8. How to avoid inappropriate relationships with residents;
9. How to communicate effectively and professionally with residents, including lesbian, gay, bisexual, transgendered, intersex, or gender nonconforming residents;
10. How to comply with relevant laws related to mandatory reporting of sexual abuse to outside authorities; and
11. Relevant laws regarding the applicable age of consent.

Following PREA training, each employee signs an acknowledgement that they understand the training they have received and their role in the prevention, detection, reporting and responding to sexual abuse and sexual harassment. See PREA Training Acknowledgement.

Volunteer and Contractor Training

The Galveston County Juvenile Justice Department ensures that all volunteers and contractors who have contact with residents have been trained on their responsibilities and role in the prevention, detection, reporting and responding to sexual abuse and
sexual harassment according to GCJJD policies and procedures. Volunteer and contractor training will be commensurate with the level of services and type of contact they have with facility residents. At a minimum, all volunteers and contractors will be notified of the department’s zero-tolerance policy regarding sexual abuse and sexual harassment and informed how to report such incidents. The department will maintain documentation verifying that volunteers and contractors understand the training they receive. PREA 115.332

Resident Education

The Galveston County Juvenile Justice Department presents residents with age appropriate information regarding the department’s zero tolerance policy regarding sexual abuse and sexual harassment, their right to be free from sexual abuse and sexual harassment, how to report allegations of sexual abuse or sexual harassment and, their right to be free from retaliation for reporting such incidents during the intake orientation process. Resident orientation and education regarding sexual abuse and sexual harassment will be delivered to residents in a format accessible to all residents, including those who are limited English proficient, deaf, visually impaired, as well as those who have limited reading skills. Resident education will be conducted in person through verbal explanation, in writing through facility orientation information and through the use of video based PREA education resources (e.g., Comprehensive Resident Educational Video produced by PRC and JDI). Documentation of resident participation in PREA required educational topics is maintained in each resident’s intake folder. Abuse prevention posters with information for reporting sexual abuse and sexual harassment are posted throughout common areas of the Jerry J. Esmond Juvenile Justice Center in accordance with Texas Administrative Code standards. PREA 115.333

Specialized Training: Investigations

The Galveston County Juvenile Justice Department does not conduct criminal investigations, evidence collection or interviews for the purpose of criminal prosecution. In consideration of the fact that Juvenile residents cannot consent to sexual contact, the Galveston County Juvenile Justice Department is required to report all allegation of sexual abuse to local law enforcement immediately but not later than one (1) hour of when an allegation is initially made. See department policy and procedure reference: Abuse, Exploitation and Neglect. Law enforcement investigators and/ or officers of the Administrative Investigations Division of the Texas Juvenile Justice Department conduct formal investigations pursuant to PREA 115.321 and 115.334. PREA 115.334

Specialized Training: Medical and Mental Health Care

The Galveston County Juvenile Justice Department will at a minimum, ensure that all full- and part-time medical and mental health care practitioners who work regularly in the Jerry J. Esmond Juvenile Justice Center have been trained in:
1. How to detect and assess signs of sexual abuse and sexual harassment;
2. How to preserve physical evidence of sexual abuse;
3. How to respond effectively and professionally to juvenile victims of sexual abuse and sexual harassment; and
4. How and whom to report allegations or suspicions of sexual abuse and sexual harassment.

The department will maintain signed acknowledgement that medical and mental health practitioners have received training mandated for employees pursuant to 115.332 and specialized training for medical and mental health practitioners pursuant to 115.335.

**PREA 115.335**

### Obtaining Information from Residents

The Galveston County Juvenile Justice Department will attempt to obtain information regarding each resident’s personal history and behavior related to their risk of sexual abuse or sexual victimization upon admission to the facility and periodically throughout a resident’s confinement. The Galveston County Juvenile Justice Department will obtain objective information regarding sexual history and sexual behavior using the department form entitled **Behavior Screening-Unit Classification Form.** This information will be obtained through conversation during the intake process (i.e., completion of intake process, classification assessment, medical screening, health screening) by reviewing relevant documentation from the residents files related to facility behavior, court records, case files, and other applicable information. Sensitive information obtained pursuant to PREA standard 115.341 is confidential and will be disseminated on a need to know basis in order to ensure that the information is not exploited by staff or another resident to the resident’s detriment.

**PREA 115.341**

### Placement of Residents

The Galveston County Juvenile Justice department will utilize the risk screening process described above to inform staff decision making regarding housing, bed, work, education, and program assignments with the goal of keeping residents who are determined to be at risk of sexual victimization separated from residents determined to be at risk of being sexually abusive and will take immediate action to protect these residents. Protective isolation will only be utilized as a last resort when less restrictive measures are inadequate to mitigate an identified risk to a sexually vulnerable resident only as long as it takes to devise an alternative means of keeping all residents safe. A juvenile assigned to protective isolation will be afforded their right to daily large muscle exercise and educational programming or special education services and, other programs to the extent possible. Persons assigned to protective isolation will be afforded daily visits from a medical or mental health care clinician. The basis for the facility’s concern for the resident’s safety and the reason why alternative means of separation cannot be arranged and a review every 30 days regarding the continuing need for separation from the general population will be documented in writing in each resident’s file.
Lesbian, gay, bisexual, transgender, or intersex (LGBTI) residents will not be assigned to specific housing, bed, or other assignments solely on the basis of such identification or status nor will the department consider their identification or status as LGBTI as an indicator of likelihood of being sexually abusive. Decisions to place transgender or intersex residents in male or female housing units will be decided on a case-by-case basis in order to best protect the health and safety of all residents, and whether the placement would present management or security problems. Placement and programming assignments for each transgender or intersex resident assigned to the facility will be assessed at least twice per year to review any threats to safety experienced by the resident. Serious consideration will be given to a transgender or intersex persons own view of their safety needs. All showers at the juvenile justice center are conducted in private affording all person including transgender and intersex persons the opportunity to shower separately from other residents.  

**PREA 115.342 & 115.362**

**Resident Reporting**

The Galveston County Juvenile Justice Department affords all residents multiple internal ways of reporting sexual abuse, sexual harassment, retaliation for reporting sexual abuse or sexual harassment, neglect or violation of duties and responsibilities that may have contributed to such incidents. The GCJJD will provide juveniles reasonable, free and confidential access to report allegations of abuse, neglect, exploitation, or harassment to the Texas Juvenile Justice Department to the greatest extent possible. Any juvenile reporting or requesting to report alleged abuse, neglect, exploitation or harassment to the Texas Juvenile Justice Department will be provided the opportunity and access to pen and paper to complete a grievance form and/or access to a telephone to access the Texas Juvenile Justice Department’s toll-free number. Staff is required to accept reports made verbally, in writing, anonymously, from third parties, and to document any verbal report and forward said allegation to local law enforcement (Galveston County Sheriff’s Department – CID) and the Texas Juvenile Justice Department Administrative Investigative Division.

If the juvenile request to make the report by phone, the staff member shall contact the Intake officer/juvenile supervision officer/program coordinator on duty to facilitate the juveniles contact with the Texas Juvenile Justice Department by phone as soon as practicable based on existing factors pertaining to facility safety, security, and the orderly operation of the program / facility. Phone access will be facilitated as follows:

- Juveniles assigned to the detention program will be provided access to the telephone in the intake office.

- Juveniles assigned to the TLC Residential Program will be provided access to the telephone in the pod during regular program/ school hours or the telephone in the intake office in the event E-Pod is occupied.

- Juveniles in the JJAEP program will be transported to conference room 206 or 207 and provided access to the Juvenile justice department by department cell phone.

(November, 2012)  
(December, 2014)  
(December, 2015)
- Juveniles reporting to Juvenile Probation Offices will be transported to conference room 206 or 207 and provided access to the Juvenile justice department by department cell phone.

- Juveniles assigned to the TLC Day Program will be transported to conference room 206 or 207 and provided access to the Juvenile justice department by department cell phone.

In each case, the supervising officer shall dial the number for the juvenile and step outside the door of the assigned area to allow the juvenile confidential access to the Juvenile Justice Department while maintaining continuous visual supervision for the duration of the phone call. The Abuse hotline of the Texas Juvenile Justice Department is serves as a method for staff, contractors, volunteers, and the public to privately report sexual abuse or sexual harassment of residents. Residents being held solely for civil immigration purposes will be provided information on how to contact relevant consular officials and relevant officials at the Department of Homeland Security.  

**PREA 115.351**

**Exhaustion of Administrative Remedies**

The Galveston County Juvenile Justice Department does not impose time limits on when a resident may submit a grievance regarding an allegation of sexual abuse. Grievances alleging sexual abuse or sexual harassment will always be handled in a formal manner in accordance with PREA and Texas Administrative Code standards. There will be no mechanism for any informal process of resolving grievances with staff alleged to have engaged in an incident of sexual abuse. A resident who alleges sexual abuse will be afforded the opportunity to submit a grievance without submitting it to the staff member who is the subject of the complaint and, such grievance will not be referred to a staff member who is the subject of the complaint. The GCJJD will issue a final agency decision on the merits of any grievance alleging sexual abuse as soon as practicable but not more than 90 from the original date of grievance submission. In the event that the Juvenile Justice Department cannot formulate a final decision, the department will inform the resident, in writing, that an extension has been requested and the date by which the decision will be made.

Residents will be allowed assistance from third parties including fellow residents, staff members, family members, attorneys and outside advocates in filling request for administrative remedies relating to sexual abuse, and such parties will be permitted to file such request on behalf of the resident. The resident must consent to have a request for administrative remedy filed on their behalf by any person other than their parent or legal guardian. If the resident declines to have the request submitted on their behalf, the agency shall document the resident’s decision in the resident’s file. A parent or legal guardian will not be restricted from filling a grievance or appeal regarding allegations of sexual abuse whether the juvenile agrees or not to have the request filled on his or her behalf. In the event that a resident is subject to a substantial risk of imminent sexual abuse, a grievance will be handled as an emergency grievance whereby the grievance is immediately forwarded to a level of review at which immediate corrective action may be
taken (i.e., supervisor on duty with immediate notice to the Facility Administrator and Chief Juvenile Probation Officer) with an initial response within 48 hours and a final decision within 5 calendar days. The written findings of the initial response and the department’s final decision will document whether the resident is in substantial risk of eminent sexual abuse and the actions taken in response to the emergency grievance. Residents will not be disciplined for filing a grievance related to alleged sexual abuse unless it is determined that the resident filed the grievance in bad faith.

PREA 115.352

Resident Access to Outside Support Services and Legal Representation

The Galveston County Juvenile Justice Department will provide residents access to outside support services for emotional support services related to sexual abuse by providing residents a list of local, state, and national resources and contact information for victim advocacy, rape crisis organizations, and immigrant service organization (when applicable) upon the residents request. The department will allow a resident reasonable access and communication with agents of these organizations in as confidential a manner as possible. Prior to giving residents access to outside support services related to victim advocacy, rape crisis or immigrant services, the resident will be advised that their communications with the agents of these organizations will be confidential and, that facility staff is required to report allegation of sexual abuse according to the laws of the state of Texas. The Galveston County Juvenile Justice Department maintains contracts with local counseling agencies for the provision of professional counseling services provided by licensed professional counselor able to provide residents with confidential emotional support services related to sexual abuse. Additionally, residents of the Galveston County Juvenile Justice Department are provided reasonable and confidential access to their attorneys or other legal representation and their parent or legal guardian pursuant to the Texas Administrative Code, PREA requirements, and local policy. See department policy and procedure reference: Resident's Rights.

PREA 115.353

Third Party Reporting

The Texas Juvenile Justice Department and the Texas Administrative Code provide/require multiple mechanisms for third party reporting of sexual abuse and sexual harassment (i.e., toll free hotline phone number, telephone number, e-mail address, facsimile number, physical address and mailing address) and, requirement for the distribution of literature and posting of information on how a third party can report sexual abuse and sexual harassment on behalf of a resident (i.e., A Guide For Parents And The Public: Recognizing and Reporting Abuse, Neglect, & Exploitation of Children in Texas Juvenile Justice Programs and Facilities). Additionally, administrators of the Galveston County Juvenile Justice Department including the Chief Juvenile Probation Officer, Facility Administrators for both the Pre and Post-Adjudication Detention Programs, and Department Supervisors are accessible to the public for the reporting of allegations or concerns regarding any facet of department operation including allegations of sexual abuse or sexual harassment.

PREA 115.354
Staff and Agency Reporting Duties

The Galveston County Juvenile Justice Department requires all staff members to immediately report: any knowledge; suspicion; information they receive regarding an incident of sexual abuse or sexual harassment that occurred in a department facility, department program, and/or other facility or program (not operated by the department); retaliation against residents or staff who reported such an incident; and any staff neglect or violation of responsibilities that may have contributed to an incident of abuse, harassment or retaliation. All staff is required to comply with mandatory reporting requirements for the State of Texas. See department policy and procedure reference: Abuse, Neglect, and Exploitation. Information regarding sexual abuse reports is confidential and may not be disclosed by staff apart from reporting to designated supervisors or officials and agents of designated State or local agencies providing services, treatment, investigation, or other persons responsible for making security and management decisions.

The GCJJD requires all medical and mental health practitioners to immediately report: any knowledge; suspicion; information they receive regarding an incident of sexual abuse or sexual harassment that occurred in a department facility, department program to program supervisors and Chief Juvenile Probation Officer as well as the Texas Juvenile Justice Department pursuant to mandatory reporting laws of the Texas Administrative Code. Medical and mental health practitioners are required to inform residents at the initiation of services of their duty to report and the limits of confidentiality.

The Facility Administrator or designee will promptly report allegations of sexual abuse to local law enforcement immediately but not later than one (1) hour of when an allegation is initially made and, to the Texas Juvenile Justice Department within 4 hours of the time the person gains knowledge of, or suspects the allegation occurred and to the alleged victim’s parents, legal guardian, and child welfare case worker as applicable. The Facility Administrator or designee will also report the allegation to the resident’s attorney or other legal representative of record within 14 days of receiving the allegation. All allegations of sexual abuse and sexual harassment, including third-party and anonymous reports will be promptly reported to the facility’s designated investigator.

Agency Protection Duties

When the Galveston County Juvenile Justice Department learns that a resident is subject to a substantial risk of imminent sexual abuse, the GCJJD will take immediate action to protect the residents. See section entitled Placement of Residents (115. 342).

Reporting to other Confinement Facilities

When receiving residents from other facilities, the Facility Administrator or designee of the Galveston County Juvenile Justice Department will promptly report any allegations of sexual abuse that reportedly occurred at another facility to the head of the facility where
the allegation is alleged to have occurred as soon as possible, but not later than 72 hours after receiving the allegation and, to the Texas Juvenile Justice Department’s Administrative Investigations Division within four (4) hours of learning of the allegation or other investigative agency as applicable. This notification will be documented in the juvenile’s case file and recorded with allegation reported to the TJJD. **PREA 115.363**

**Staff First Responder Duties**

Upon learning that a resident was sexually abused, the first staff member to respond to the report shall report the allegation to an administrator/ supervisor and:

1. Separate the alleged victim and abuser;
2. Preserve and protect any potential crime scene until appropriate steps can be taken to collect any evidence;
3. If the alleged abuse occurred within a time period that still allows for the collection of physical evidence, request that the alleged victim not take any actions that could destroy physical evidence, including, as appropriate, washing, brushing teeth, changing clothes, urinating, defecating, smoking, drinking or eating; and
4. If the alleged abuse occurred within a time period that still allows for the collection of physical evidence, ensure that the alleged abuser does not take any actions that could destroy physical evidence, including, as appropriate, washing, brushing teeth, changing clothes, urinating, defecating, smoking, drinking or eating.

If the first staff responder is not a security staff member, the responder will be required to request that the alleged victim not take any actions that could destroy physical evidence, and then notify security staff and an administrator/ supervisor. **PREA 115.364**

**Coordinated Response**

The County of Galveston has an established Sexual Assault Response Team (SART). The department will follow established protocols and plans for coordinated response to incidents of sexual abuse established by the Galveston County SART. Department leadership will participate with the Galveston County SART in order to coordinate actions taken in response to an incident of sexual abuse among first responders, medical and mental health practitioners, investigators, and facility leadership. The department will also work with the Child Advocacy Center of Galveston County when appropriate/ applicable as determined by the Galveston County Sheriff’s Department and SART. The GCJJD will follow established Galveston County SART protocols for a coordinated response including but not limited to:

1. Assessing the victim’s acute medical needs;
2. Informing the victim of his or her rights under relevant State and Federal law;
3. Explaining the need for a forensic medical exam and offering the victim the option of undergoing one;
4. Offering the presence of a victim advocate or a qualified staff member during the exam;
5. Providing crisis intervention counseling;
6. Interviewing the victim and any witnesses;
7. Collecting evidence; and
8. Providing for any special needs the victim may have.


PREA 115.365

Protecting Residents from Contact with Abusers

The Galveston County Juvenile Justice Department is not and will not be bound by any collective bargaining agreements or other agreement that limits the department’s ability to remove alleged staff sexual abusers from contact with residents. Staff alleged to have engaged in sexual abuse will have no contact with the alleged victim or any other juvenile under the supervision of the department pending the outcome of an investigation or of a determination of whether and to what extent discipline is warranted.

PREA 115.366

Agency Protection Against Retaliation

The Galveston County Juvenile Justice Department will not tolerate retaliation for reporting or cooperating with sexual abuse or sexual harassment investigations. The department will utilize multiple safeguards in order to protect all residents and staff who report or cooperate with sexual abuse or sexual harassment investigations from retaliation by other residents or staff. Supervisors and facility administrators will be responsible for monitoring potential retaliation and the implementation of protective measures to address any allegation of retaliation. Protective measures that may be employed include:

1. Change of housing assignment;
2. Transfer of resident victim or resident abuser;
3. Reassignment of staff members;
4. Administrative leave and/or progressive discipline for staff member that retaliate;
5. Emotional support services for residents or staff who fear retaliation for reporting;

The department will monitor persons (resident or staff) reporting sexual abuse or sexual harassment for potential retaliation for at least 90 days following the initial report. Factors to be monitored include but are not limited to periodic status checks, conduct, social adjustment, disciplinary reports, housing, program changes, unsupported negative performance reviews, or reassignment of staff. This monitoring will continue beyond 90 days if the initial monitoring indicates a continuing need. The department will take appropriate measures in order to protect any individual from retaliation for reporting or cooperating with an investigation of sexual abuse or sexual harassment.

PREA 115.367
Post Allegation Protective Custody

The Galveston County Juvenile Justice Department may use segregated housing to protect a resident who makes an allegation of sexual abuse pursuant to the requirements found in the section entitled Placement of Residents (115.342). PREA 115.368

Criminal and Administrative Agency Investigations

The Galveston County Juvenile Justice Department does not conduct criminal investigations, evidence collection or interviews for the purpose of criminal prosecution. The GCJJD is required to report all allegation of sexual abuse to local law enforcement immediately but not later than one (1) hour of when an allegation is initially made. See department policy and procedure reference: Abuse, Exploitation and Neglect. Law enforcement investigators and/or officers of the Administrative Investigations Division of the Texas Juvenile Justice Department will conduct formal investigations pursuant to PREA 115.321, 115.334, and 115.371(a-i). The GCJJD will make every effort to preserve potential direct and circumstantial evidence including any physical evidence, DNA evidence, and any potential electronic monitoring data that might be related to an allegation of sexual abuse. All investigation will include an interview of all alleged victims, suspected perpetrators and witnesses, and will also include a review of prior complaints and reports of sexual abuse involving the suspected perpetrator. When the quality of evidence supports criminal prosecution, the investigating agency will only conduct compelled interviews following consultation with prosecutors. The credibility of an alleged victim, suspect, or witness will be assessed on an individual basis without regard to the person’s status as a resident or staff member. Residents who allege sexual abuse will not be required to submit to a polygraph examination or other truth telling device as a condition for proceeding with an investigation of an allegation of sexual abuse. The GCJJD will endeavor to determine if staff actions or failures to act contributed to an act of sexual abuse. The GCJJD will document all administrative investigations in written reports that include a description of the physical evidence and testimonial evidence, reasoning behind credibility assessments, and investigative facts and findings. Criminal investigations will be documented in the same manner with documentary evidence attached where feasible. The GCJJD will always refer substantiated allegations of conduct that appear to be criminal to the district attorney for prosecution. The GCJJD will retain all written reports and statements related to an investigation of sexual abuse for as long as the abuser is incarcerated or employed by the department, plus five years, unless the abuse was committed by a juvenile resident and applicable record retention law requires a shorter period of retention. The departure of an alleged abuser or victim from the employment or control of the department or an instance in which the source of the allegation recants the allegation will not be a basis for terminating an investigation solely on that basis. The department will fully cooperate with outside agencies (e.g., law enforcement or TJJD-AID) and will endeavor to remain informed regarding the progress of any ongoing investigation. PREA 115.371
Evidentiary Standard for Administrative Investigations

The Galveston County Juvenile Justice Department will make determinations whether an allegation of sexual abuse or sexual harassment is substantiated based on a preponderance of the evidence.

PREA 115.372

Reporting to Residents

The Galveston County Juvenile Justice Department will inform a resident alleged to be a victim of sexual abuse whether the allegation has been substantiated, unsubstantiated or unfounded based on the findings of the investigation provided the resident is still in the custody of the GCJJJD. Unless an allegation is determined to be unfounded, an alleged victim of sexual abuse by a staff member, who is still in the custody of the department, will be notified by the department whenever:

1. The staff member is no longer posted within the resident’s unit;
2. The staff member is no longer employed at the facility;
3. The department learns that the staff member has been indicted on a charge related to sexual abuse within the facility; or
4. The department learns that the staff member has been convicted on a charge related to sexual abuse within the facility.

An alleged victim of sexual abuse by another resident, who is still in the custody of the Galveston County Juvenile Justice Department, will be notified by the department whenever:

1. The department learns that the alleged abuser has been indicted/ adjudicated on a charge related to sexual abuse within the facility; or
2. The department learns that the alleged abuser has been convicted/ found true of delinquent conduct based on a charge related to sexual abuse within the facility.

All notifications and attempted notifications will be documented by the department and retained in the resident’s file and/ or the file containing the investigation documentation.

PREA 115.373

Disciplinary Sanctions for Staff

Staff members of the Galveston County Juvenile Justice Department will be subject to progressive discipline pursuant to the Galveston County Human Resources Policy Manual up to and including termination for violating department policies regarding sexual abuse or sexual harassment. The presumptive disciplinary sanction for staff that has been designated as a perpetrator of sexual abuse is termination. Disciplinary sanction for violation of department policies or federal regulation related to PREA will be commensurate with the nature and circumstances of the acts committed, the staff member’s disciplinary history, and the sanctions imposed for comparable offenses by other staff with similar histories. All terminations for violation of department sexual abuse
or sexual harassment policies, or resignation by staff in lieu of termination, will be reported to law enforcement, unless the activity was clearly not criminal. Staff terminations and resignations in lieu of termination will be reported to the Texas Juvenile Justice Department or other licensing body as applicable based on the staff member’s licensure.

**Corrective Action for Contractors and Volunteers**

The Galveston County Juvenile Justice Department will report any allegation of sexual abuse committed by a contractor or volunteer to law enforcement (unless the allegation is clearly not criminal), to the relevant licensing body and, prohibit the contractor or volunteer from having any contact with residents pending the completion of an investigation. The department will take appropriate remedial measures and/or prohibit further contact by any contractor or volunteer that violates agency policy on sexual harassment or sexual abuse.

**Interventions and Disciplinary Sanctions for Residents**

Residents of the Galveston County Juvenile Justice Department who have been found to have engaged in sexual abuse or sexual harassment following investigation (administrative or criminal) may be subject to sanctions in accordance with the department’s formal disciplinary process pursuant to the facilities discipline management plan. Any disciplinary action will be commensurate with the nature and circumstances of the abuse committed, resident’s disciplinary history, and the sanctions imposed for comparable offenses by other residents with similar histories. In the event that a disciplinary action results in the isolation of a resident, that resident will not be denied daily large-muscle exercise, access to any legally required educational / special education services, daily visits from medical or mental health care clinician, and other programs to the extent possible. The disciplinary process will consider whether a resident’s mental disabilities or mental illness contributed to his or her behavior when determining what type of sanction, if any, should be imposed. All applicable therapeutic services, counseling or other interventions designed to address and correct underlying reasons or motivations for the abuse will be offered to an offending resident as long as they remain in the custody of the facility.

For the purposes of disciplinary action, a report of sexual abuse made in “good faith” based upon a reasonable belief that the alleged conduct occurred will not constitute falsely reporting an incident or lying, even if an investigation does not establish evidence sufficient to substantiate the allegation. The GCJJD prohibits all sexual activity between residents and will report, investigate and discipline residents for engaging in sexual activity.

**Medical and Mental Health Screenings; History of Sexual Abuse**

Residents who have experienced prior sexual victimization, whether it occurred in an institutional setting or in the community, will be offered a follow-up meeting with a medical
or mental health practitioner within 14 days of the intake screening conducted pursuant to PREA 115.341. If the intake screening indicates that a resident has previously perpetrated sexual abuse, whether it occurred in an institutional setting or in the community, the resident will be offered a follow-up meeting with a mental health practitioner within 14 days of the intake screening.

Any information related to previous victimization or abusiveness that occurred in an institutional setting will be strictly limited to medical and mental health practitioners and other staff, as necessary, to inform treatment plans and security and management decisions including housing, bed, work, education, and program assignments, or as otherwise required by Federal, State, or local law. Medical and mental health practitioners are required to obtain informed consent from residents before reporting information about prior sexual victimization that did not occur in an institutional setting, unless the resident is under the age of 18.  

**Access to Emergency Medical and Mental Health Services**

The Galveston County Juvenile Justice Department will provide resident victims of sexual abuse with timely, unimpeded access to emergency medical treatment and crisis intervention services in a manner and scope as determined by medical and mental health practitioners according to their professional judgment. If no qualified medical or mental health practitioners are on duty at the time a report of recent abuse is made, staff first responders will take the preliminary steps to protect the victim pursuant to 115.362 and will immediately notify the appropriate medical and mental health practitioners. Resident victims of sexual abuse while incarcerated will be offered timely information about and timely access to emergency contraception and sexually transmitted infectious prophylaxis, in accordance with professionally accepted standards of care, where medically appropriate. Treatment cost related to sexual abuse victimization while incarcerated by the GCJJD will be provided to the victim without financial cost to the victim or their family regardless of whether the victim names the abuser or cooperates with any investigation arising out of the incident.  

**Ongoing Medical and Mental Health Care for Sexual Abuse Victims**

The Galveston County Juvenile Justice Department will offer medical and mental health evaluation and, as appropriate, treatment to all residents who have been victimized by sexual abuse in any prison, jail, lockup or juvenile facility. The evaluation and treatment will include, as appropriate, follow-up services, treatment plans and, when necessary, referrals for continued care following their transfer to, or placement in, other facilities or their release from custody. The GCJJD will provide such victims with medical and mental health services consistent with the community level of care. Resident victims of sexually abusive vaginal penetration while incarcerated will be offered pregnancy tests. If pregnancy results from sexually abusive penetration during incarceration the victim will receive timely and comprehensive information about and timely access to all lawful pregnancy-related medical services. Resident victims will also be offered tests for sexually transmitted infections as medically appropriate. Treatment cost related to sexual abuse
victimization while incarcerated by the GCJJD will be provided to the victim without financial cost to the victim or their family regardless of whether the victim names the abuser or cooperates with any investigation arising out of the incident. The GCJJD will attempt to conduct a mental health evaluation of all known resident-on-resident abusers within 60 days of learning of such abuse history and offer treatment when deemed appropriate by mental health practitioners.  

**PREA 115.383**

**Sexual Abuse Incident Reviews**

The Galveston County Juvenile Justice Department will conduct a sexual abuse incident review within 30 days of the conclusion of every sexual abuse investigation, including allegations that have not been substantiated unless the allegation is assigned a disposition of unfounded. The review team will include upper-level management officials, with input from line supervisors, investigators, and medical or mental health practitioners. The review team will:

1. consider whether the allegation or investigation indicates a need to change policy or practice to better prevent, detect, or respond to sexual abuse;
2. consider whether the incident or allegation was motivated by race, ethnicity; gender identity, lesbian, gay bisexual, transgendered, or intersex identification, status/perceived status, gang affiliation, or was motivated or otherwise caused by other group dynamics at the facility;
3. examine the area in the facility where the incident allegedly occurred to assess whether physical barriers in the area may have enabled the abuse;
4. assess the adequacy of staffing levels in that area during different shifts;
5. assess whether monitoring technology should be deployed or augmented to supplement supervision by staff; and
6. prepare a report of the review team’s findings, including but not necessarily limited to the aforementioned considerations, and any recommendations for improvement for submission to the facility head and PREA Compliance manager.

The Galveston County Juvenile Justice Department will implement the recommendations of the review team to the greatest extent possible, and will document reasons for not adopting any such recommendations.  

**PREA 115.386**

**Data Collection**

The Galveston County Juvenile Justice Department will collect accurate, uniform data for every allegation of sexual abuse at the facilities under its direct control using a standardized format and definitions. The department will aggregate the incident-based sexual abuse data such that the annual Survey of Sexual Violence can be answered completely and accurately. The department will maintain, review, and collect data as needed from all available incident-based documents, reports, investigation files, and sexual abuse incident reviews. The department will also obtain incident-based and aggregated data from every private facility with which the department contracts for the confinement of its residents. The Galveston County Juvenile Justice Department will
Data Review for Corrective Action

The Galveston County Juvenile Justice Department will review aggregated data on sexual abuse in order to assess and improve the effectiveness of the department’s sexual abuse prevention, detection, and response policies, practices, and training, including:

1. identifying problem areas;
2. taking corrective action on an ongoing basis; and
3. preparing an annual report of its findings and corrective actions for each facility, as well as the agency as a whole.

The data review for corrective action report will include a comparison of the current year’s data and corrective actions with those from the prior years and will provide an assessment of the agency’s progress in addressing sexual abuse. The report will be approved by the Director of Juvenile Services and will be made readily available to the public via the department’s website.

Data Storage, Publication, and Destruction

The Galveston County Juvenile Justice Department will securely retain all data collected pursuant to PREA 115.387. The department will make all aggregated sexual abuse data for the Jerry J. Esmond Juvenile Justice Center and private facilities with which the department contracts, readily available to the public at least annually through the department’s website. All personal identifiers will be removed prior making aggregated sexual abuse data available to the public. Sexual abuse data collected pursuant to PREA 115.387 will be retained for at least 10 years after the date of its initial collection unless Federal, State, or local law requires otherwise.

Audits

The Galveston County Juvenile Justice Department will fully cooperate with the Department of Justice or qualified auditor certified by the Department of Justice to complete an audit of relevant agency-wide policies, procedures, reports, internal and external audits, and accreditations for each facility type operated by the Galveston County Juvenile Justice Department in order to verify compliance with PREA standards. The designated auditor will have access to all required information including but not necessarily limited to:
1. a sampling of relevant documents and other records and information for the most recent one year period;
2. access to observe all areas of the Jerry J. Esmond Juvenile Justice Center;
3. copies of any relevant documents (including electronically stored information);
4. access to residents or detainees and staff for the purpose of interview;
5. videotapes and other electronic data relevant to the provisions being audited;
6. private interviews with residents or detainees; and
7. access to unimpeded confidential information and correspondence from residents or detainees in the same manner as if they were communicating with legal counsel.

Official PREA audits conducted at GCJJD facilities will only be conducted by auditors qualified to conduct PREA audits pursuant to the qualifications found in PREA 115.402 with audit content findings inclusive of all elements required by PREA 115.403. The GCJJD will publish the auditor's final report (redacted) on the department's website.  

PREA 115.393-115.403

Audit Corrective Action Plan

The Galveston County Juvenile Justice Department will cooperate with the auditor on the development of corrective action plan to achieve compliance within the 180-day corrective action period.  

PREA 115.404