## PREA AUDIT: AUDITOR’S SUMMARY REPORT
### ADULT PRISONS & JAIL

<table>
<thead>
<tr>
<th>Name of Facility:</th>
<th>Southeast Correctional Facility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Physical Address:</td>
<td>546 State Farm Road Windsor, VT 05089</td>
</tr>
<tr>
<td>Date Report Submitted:</td>
<td>February 20, 2015</td>
</tr>
<tr>
<td>Auditor Information:</td>
<td>Melinda D. Allen</td>
</tr>
<tr>
<td>Address:</td>
<td>P.O. Box 703; Braselton, GA 30517</td>
</tr>
<tr>
<td>Email:</td>
<td><a href="mailto:preaaudit@gmail.com">preaaudit@gmail.com</a></td>
</tr>
<tr>
<td>Telephone Number:</td>
<td>706-449-0003</td>
</tr>
<tr>
<td>Date of Facility Visit:</td>
<td>July 31-August 4, 2014</td>
</tr>
</tbody>
</table>

### Facility Information

<table>
<thead>
<tr>
<th>Facility mailing address: (if different from above)</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Telephone number:</td>
<td>(802) 674-6717</td>
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<tr>
<th>The facility is:</th>
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<th>☐ County</th>
<th>☐ Federal</th>
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<td>☐ Private for profit</td>
<td>☐ Municipal</td>
<td>☐ State</td>
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<th>☐ Prison</th>
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<tr>
<th>Name of PREA Compliance Manager:</th>
<th>Kathy Astemborski</th>
<th>Title: Asst. Superintendent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Email Address:</td>
<td></td>
<td></td>
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<tr>
<td>Telephone Number:</td>
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### Agency Information

<table>
<thead>
<tr>
<th>Name of Agency:</th>
<th>Vermont Department of Corrections</th>
</tr>
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<tbody>
<tr>
<td>Governing Authority or Parent Agency: (if applicable)</td>
<td></td>
</tr>
<tr>
<td>Physical Address:</td>
<td>426 Industrial Ave. Williston, VT 05495</td>
</tr>
<tr>
<td>Mailing Address: (if different from above)</td>
<td>103 South Main Street Waterbury, VT 05671-1001</td>
</tr>
<tr>
<td>Telephone Number:</td>
<td>(802) 951-5003</td>
</tr>
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<table>
<thead>
<tr>
<th>Chief Executive Officer Name:</th>
<th>Andrew Pallito</th>
<th>Title: Commissioner</th>
</tr>
</thead>
<tbody>
<tr>
<td>Email Address:</td>
<td><a href="mailto:Andy.Pallito@state.vt.us">Andy.Pallito@state.vt.us</a></td>
<td>Telephone Number:</td>
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</table>

### Agency-Wide PREA Coordinator

<table>
<thead>
<tr>
<th>Name: Wendy Yoder</th>
<th>Title: PREA Director</th>
</tr>
</thead>
<tbody>
<tr>
<td>Email Address:</td>
<td><a href="mailto:wendy.yoder@state.vt.us">wendy.yoder@state.vt.us</a></td>
</tr>
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</table>
Audit Findings:

Narrative:
The PREA Audit of the Southeast State Correctional Facility (SESCF) was conducted from July 31 through August 4, 2014. The auditor wishes to extend its appreciation to Superintendent Dave Bovat and his staff for the professionalism they demonstrated throughout the audit and for the kindness and hospitality they showed the auditor. The auditor also wishes to compliment the DOC Interim PREA Director, Wendy Yoder and PREA Education and Compliance Monitor, Gregory Young, for their outstanding work in organizing the electronic files that were provided to the auditors in advance of the audit. This enabled the audit to move forward very efficiently. Ms. Yoder and Mr. Young were extremely effective in organizing the movement of inmates and staff selected to improve the efficiency of the interviews.

Following the Entrance Meeting, the auditor was given a very thorough tour of the facility. Following the tour, the auditor began the interviews and reviews of investigative files and other documents. At least one offender from each housing unit was interviewed. Those interviewed were selected, by the auditor, from a list of all the offenders in the facility. In addition, offenders who were identified as being in a designated group (i.e., disabled, limited English speaking ability, gay, or who had reported a sexual abuse, etc.) were also interviewed. Eighteen inmates were randomly selected, and eighteen correctional officers were randomly selected as well as twenty-four other identified specialized staff were interviewed, including the Warden, PREA Manager, Investigator, first responders, health care providers, and mental health professionals. The auditor was impressed by how knowledgeable the correctional officers and other staff were about PREA, first response, evidence collection, etc. Also impressive was the testing that was done to measure the level of understanding staff have following PREA Training. When the on-site audit was completed, the auditor conducted an exit meeting. While the auditor could not give the facility a final finding, as there were some issues needing further documentation and clarification, the auditor did discuss areas where they had questions as to the facility’s and the department’s compliance with specific standards. The auditor did give an overview of the audit and thanked the staff for their hard work and commitment to the Prison Rape Elimination Act.

Description of facility characteristics:
The SESCF is located in Windsor, Vermont approximately 100 miles South of Burlington, Vermont in Windsor County. The facility, once a working dairy farm, was transitioned into a prison camp in 1935. The facility houses minimum to medium security male inmates. The facility provides dining, recreation, health care and mental health services, academic and vocational programs to include making license tags and harvesting crops for sale and for supplementing the facility with vegetables. At the time of the audit, the facility held approximately 103 offenders. There are two buildings that houses offenders. The main dormitory is divided into multiple housing Units, while the North Country Dormitory is one self-contained unit. The SESCF, sits on top of a picturesque vista of land and is clean and well maintained, despite many of the buildings being considered historical sites.

On August 4, 2014, the on site audit was completed at SESCF. The interim report was provided August 28, 2014, to the Vermont Department of Corrections Central Facility reporting one exceed standards; twenty-nine met standards; twelve not met standards; and one not applicable. On February 20, 2015, all corrective action had been completed. The summary of the final audit findings for Southeast State Correctional Facility is listed below.

**SUMMARY OF AUDIT FINDINGS:**

<table>
<thead>
<tr>
<th>Category</th>
<th>Value</th>
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<tbody>
<tr>
<td>Number of standards exceeded:</td>
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<td>Number of standards not met:</td>
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<tr>
<td>Number of standards not applicable:</td>
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</table>
### §115.11 Zero tolerance of sexual abuse and sexual harassment; PREA coordinator

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

**Auditor comments, including corrective actions needed if does not meet standard**

The Vermont Department of Corrections has a written policy mandating zero tolerance towards all forms of sexual abuse and sexual harassment. 409.09 outlines the agency’s approach to preventing, detecting, and responding to sexual abuse and sexual harassment, other agency policies such as the DC Personnel Regulations, supplement the main PREA policy. Ms. Kathy Astemborski is the PREA Manager at the Southeast State Correctional Facility (SESCF). Ms. Astemborski is assisted by the Interim PREA Director, Wendy Yoder and Mr. Gregory Young, Interim PREA Compliance Monitor. Ms. Astemborski states she does not have sufficient time to perform her PREA duties alone; with her efforts being supplemented by Ms. Yoder and Mr. Young, the PREA work is being completed.

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

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

The Vermont Department of Corrections is currently contracted with CCA for housing inmates. The contract was amended on 1.12.15 to include language pertinent to PREA Compliance or the goal to gain compliance while making strides annually toward compliance.
The facility operates off of a matrix that was developed from a staffing plan. A copy of the actual staffing plan was provided. The staffing plan and analysis were revised during the CAP to come into compliance in this area. The PREA Director will be included in the annual reviews in order to consider PREA incidents when analyzing the needs of the facility.

It is common practice for supervisors to make unannounced rounds in the facility, as required by policy.

The facility does not house juvenile offenders.
The agency policy 409.01 requires staff of the opposite gender to announce their presence when entering an inmate housing unit. All female officers staff knock and announce their presence at the Southeast State Correctional Facility, an all male facility.

The facility takes appropriate steps to ensure inmates with disabilities and inmates with limited English proficiency have an opportunity to participate in and benefit from the agency’s efforts to prevent, detect, and respond to sexual abuse and sexual harassment. PREA handouts and inmate handbooks in English and Spanish. The agency also has a contract for other language interpretations and utilizes the services when warranted. The VTDOC contracts with Public Communication Services, Inc. for telephonic interpreters. Inmates and staff interviewed indicate that inmates are not used as interpreters for issues related to sexual abuse and sexual harassment.
The agency conducts background investigations and reviews criminal histories on an ongoing basis. The backgrounds are completed when the employee is hired and every five years thereafter. The agency conducts background checks for promotional purposes or for questioning past conduct. The agency considers any incidents of sexual harassment in determining whether to hire or promote anyone, or to enlist the services of any contractor, who may have contact with inmates. The agency conducts background checks of contractors/volunteers as a practice when they apply.

Applicants and employees have a continuing affirmative duty to disclose any sexual abuse in prison or other institution; convicted of or civilly or administratively adjudicated for engaging in sexual activity in the community by force or coercion or victim did not consent. The agency does disclose prior incidents to agencies inquiring.

Interviews with staff indicate that consideration is afforded when modifying, expanding or designing a facility. The SESCF has added or upgraded many of the video cameras to monitor activity within the facility. The video is recorded and maintained for approximately thirty days, depending on the activity or movement within the facility. The facility uses a combination of standard digital video cameras and pan-tilt zoom cameras in order to better monitor the facility. During the tour, it was determine that there many blind spots on the grounds of the facility. The auditor suggests the addition of multiple mirrors and/or cameras be installed in order to better monitor the wood shed, potato barn and the "tool crib." There are currently many vulnerable lines of sight, making it difficult for staff to monitor inmate activity.

While the purchase and installation of additional cameras can be costly, I would recommend the facility add additional cameras and mirrors over the course of the next three years in order to eliminate the blind spots.

In order to gain compliance, the facility has created a three-year plan to address the technological needs of the facility. The auditor has reviewed the plan and agreed that this will be a viable solution.
Policy and procedures outline evidence protocols and requirements for forensic medical exams. The Vermont State Police Department conduct investigations that are criminal in nature, while the Office of Human Resources conducts all Administrative Investigations. Hospitals with SANE/SAFE are identified and are provided at no costs to the inmate when requested. Victim advocates are available through an agreement with The Vermont Network Against Domestic Abuse and Sexual Violence (VNADASV) for advocacy services and crisis intervention. The MOU with VNADASV is valid through September 30, 2015.

An administrative or criminal investigation is completed on all allegations of sexual abuse and sexual harassment. Facility investigators initiate all Administrative investigations, while Vermont State Police (VSP) picks up on criminal cases and advises facility investigators of the progress of the investigations. Policy 409.09 addresses the requirement to pursue criminal charges with local law enforcement when warranted.

The agency developed an agreement/MOU that addresses investigative responsibilities of the agency or the Vermont State Police for conducting criminal investigations for the agency during the corrective action. The agency has also created an impressive flowchart that details how cases are to progress.
VT DOC provides all employees training, which includes a video and a PowerPoint presentation. Staff complete a pre-test and post test to evaluate their improvement/knowledge. Staff also acknowledge in writing their understanding of PREA. The acknowledgment forms list all required areas of the standard. Review of the lesson plans demonstrate that all of the the required areas are covered. All staff have been trained. Interviews of staff demonstrated they understand the zero tolerance policy; the agency policy and procedures for prevention, reporting and response to a sexual assault or sexual harassment incident, and the dynamics of sexual abuse and harassment in a confinement setting.

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All contractors and volunteers who have contact with inmates have been trained on their responsibilities under the agency’s sexual abuse and sexual harassment prevention, detection, and response policies and procedures. Interviews of three contractors and volunteers demonstrated their knowledge of PREA and their responsibilities and agency zero tolerance policy. The auditor reviewed contractor and volunteer training records, each sign a PREA Training Acknowledgment form.

Review of inmate files and interviews indicate that inmates are notified of the zero-tolerance policy and how to report an incident of sexual abuse or harassment. Inmates receive information explaining the agency’s zero-tolerance policy regarding sexual abuse and sexual harassment and how to report incidents or suspicions of sexual abuse or sexual harassment during the intake and Orientation processes.

During the tour and in interviews, inmates acknowledged the information being provided upon arrival and again during orientation. The inmates were familiar with the agency zero tolerance policy and the victim services that are available to them in the community.
Investigative staff have received specialized training that included trauma victim response, reviewed policy, evidence collection, prosecutorial collaboration, evidence collection, forensic medical exams, victim advocates, Miranda and Garrity requirements. The facility/agency staff only conduct Administrative investigations.

Medical staff do not conduct forensic medical examinations. Training records demonstrated the medical modules presented by the National Institute of Corrections was completed. The auditor verified random training records for compliance.
All inmates are assessed and screened during the intake process, normally within the first 24 hours of entering the facility. If an inmate enters the facility over the course of the weekend, the objective screening tool is completed within 72 hours. Policy 409.09 mandates a twenty-eight (28) day review of the SVS. The auditor verified that the 28-day reviews are completed in a timely manner.

The facility ensures that appropriate controls are in place governing the dissemination of responses to questions on the screening tool within the facility to safeguard sensitive information so it is not exploited to the inmate’s detriment by staff or other inmates.

The facility uses the screening information to determine housing, bed, work, education, and program assignment with the goal of keeping inmates at high risks of being sexually victimized separate from those at high risks of being sexually abusive. The facility has not, to date, received any transgender inmates. However, it is anticipated that this will probably change in the future. LGBTI inmates are not housed in dedicated facilities, units or wings. The staff attempt to integrate the inmates as much as possible.

Agency policy states inmates at high risks for sexual victimization shall not be placed in involuntary segregated housing unless an assessment of all available alternatives has been made, and a determination has been made that there is no available alternative means of separation from likely abusers. Reviews of status as protective custody are completed after seven days and every 30 days after the initial seven day period.

The SESCF does not have any administrative or disciplinary segregation housing. All inmates requiring specialized are transferred to the Southern State Correctional Facility.
§115.51 Inmate Reporting

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

There are multiple mechanisms for reporting and inmates can report to an outside entity via the Prisoner's Rights telephone number. Policy dictates that all incidents will be investigated. Reports are accepted verbally, in writing, anonymously or from third parties. Staff are able to privately report incidents of sexual abuse or sexual harassment.

§115.52 Exhaustion of Administrative Remedies

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

Inmates were familiar with the grievance policy and how to file an emergency grievance if necessary to report a PREA incident. Policy 320.01 was revised during the CAP to require agency decision regarding emergency grievances within five days.

§115.53 Inmate Access to Outside Confidential Support Services
The facility provides inmates with access to outside victim advocates for emotional support services related to sexual abuse by giving inmates mailing addresses and telephone numbers, including toll-free hotline numbers where available, of local, State, or national victim advocacy or rape crisis organizations, and, for persons detained solely for civil immigration purposes, immigrant services agencies. The facility enables reasonable communication between inmates and these organizations and agencies, in as confidential a manner as possible.

The agency has clearly established a method to receive third-party reports of sexual abuse and sexual harassment and has publicly distributed information on how to report sexual abuse and sexual harassment on behalf of an inmate. 

Agency policy 409.09 requires staff to report immediately any knowledge, suspicion, or information regarding an incident of sexual abuse or harassment; and for staff not to reveal any information related to a sexual abuse report to anyone other than extent necessary. Staff and inmate interviews supported reporting and not discussing sexual abuse and harassment cases.
Policy requires staff to take immediate action to protect inmates they learn is subject to substantial risks. Inmates identified as at substantial risks in the Southeast State Correctional Facility would be transferred to the Southern State Correctional Facility for more appropriate housing. The facility staff have implemented protective measures to prevent the abuse of inmates in their care and custody.

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Operating procedures and practice meet the requirements of the standard. Once the Warden has been notified of an incident, he/she immediately notifies the head of the facility where the allegation took place. The notification is documented.
The agency’s operating procedures and policy 409.09 meet the standard. While there were some deficiencies in this area during the audit, the facility created a new facility response plan and trained all first responders on the new plan and reviewed the standards for the collection of evidence during the CAP.

The facility has developed a written institutional plan to coordinate actions taken in response to an incident of sexual abuse, among staff first responders, medical and mental health practitioners, investigators, and facility leadership during the CAP. Staff were subsequently trained on the new facility plan.

While there is a Collective Bargaining Agreement signed, it was signed prior to August 20, 2012. The contract will need to be revised/update in the future when renewed or renegotiated.
Policy 409.09 clearly states that the department will protect inmates and staff from retaliation beginning when the allegation is made until the threat has passed, the policy details who will be responsible for monitoring retaliation.

Inmates who allege to have suffered sexual abuse are never placed in involuntary segregated housing as it is not available at this facility. If it were determined that an inmate had been abused by another inmate, the offending inmate would be written up and transferred to the Southern State Correctional Facility. There are have not been any documented cases of inmates being placed in involuntary segregation.
Policy 409.09 mandates that local police will be called upon to conduct governing who is going to conduct investigations that rise to the level of criminal activity. There were no substantiated cases presented for criminal investigation during the on site audit.

Interviews with investigative employees confirm that the facility imposes no standard higher than a preponderance of the evidence in determining whether allegations of sexual abuse or sexual harassment are substantiated.

Evidence indicated that the facility has notified an inmate regarding the status of a PREA case in writing in at least one incident. Three inmates were interviewed that had previously alleged abuse. One of the three confirmed receipt of written notification. The other two indicated they were told verbally.

The standard requires that the inmate be notified in writing of the status of the case, or outcome of the investigation. Upon further review, it was later determined that in the incidents where the inmates were not notified in writing, they were actually Sexual Harassment cases, not Sexual Abuse cases. Only Sexual Abuse cases mandate written notification.
The policy on Staff Sexual Misconduct, Policy 126 was presented and policy 118.02 was revised during the corrective action time period in order to come into compliance with this standard.

It is well ingrained that volunteers or contractors would be banished from the facility for egregious violations such as a violation of PREA.
Guidelines are clearly enforced that inmates are subject to disciplinary sanctions pursuant to a formal disciplinary process following an administrative finding that the inmate engaged in inmate-on-inmate sexual abuse or following a criminal finding of guilt for inmate-on-inmate sexual abuse.

Policy 410.01 requires inmates with a serious functional impairment (SFI) be referred to mental health for an assessment. The agency may discipline an inmate for sexual contact with staff only upon a finding that the staff member did not consent to such contact. All disciplinary inmates are removed from the work camp, immediately.

Policy and staff interviews indicate that the screening process is utilized to determine if inmates have previously been victimized and to offer follow-up meetings with medical or mental health practitioners within 14 days in order to assist the inmate. Information pertinent to sexual victimization or abusiveness is limited to staff on a need to know basis.

Review of operating procedures and interviews with staff and offenders confirm compliance. All Medical files are kept electronically, allowing for date/time stamp of all activities. The electronic filing system also limits exposure of the documents contained in the system.
Review of operating procedures and interviews with staff and inmates confirm compliance. All treatment is provided without expense to the inmate victim. The care provided to inmates is consistent with the community level of care and are offered in a timely manner.

The Incident Review Team at Southern State is prepared to review each offense that involve any sexual activity, regardless if the sex is consensual or coerced. The facility has not had an PREA incident since implementing the Incident Review Team.

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The agency collects accurate uniform data for every allegation of sexual abuse at facilities under its control using a standardized instrument. The 2011, 2012, 2013 reports are published on the Vermont DOC website. The aggregated data is readily available as well.

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### Standard §115.88 Data Review for Corrective Action

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

The agency reviews the data collected to assess and improve the effectiveness of its sexual abuse prevention, detection, and response policies; and to identify problem areas and take corrective actions. An annual report with comparisons from previous years and corrective actions is published, signed by the Director, and posted on the VT DOC website.

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### Standard §115.89 Data Storage, Publication and Destruction

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

Data is properly stored, maintained and secured. Access to data is tightly controlled.
AUDITOR CERTIFICATION:

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

________________________________  Date: 02/20/2015
Auditor Signature

Melinda D. Allen,
Certified PREA Auditor