



Caroline Detention Facility Annual Report of Sexual Assault

Introduction

The Prison Rape Elimination Act (PREA) of 2003 was established to address sexual abuse and sexual harassment in confinement facilities. The PREA standards were finalized in May 2012. The standards require facilities are audited once during each three-year period beginning August 20, 2013. On March 7, 2014, the Department of Homeland Security (DHS) issued, “Standards to Prevent, Detect, and Respond to Sexual Abuse and Assault in Confinement Facilities” (DHS PREA). The DHS regulations built upon existing ICE sexual assault and abuse related standards. The regulation outlined robust requirements for screening, training, education, reporting, response, medical care, investigation protocols, discipline, monitoring, and oversight. The Caroline Detention Facility’s Sexual Abuse and Assault Prevention and Intervention (SAAPI) policy was issued July 16, 2018, with the most recent revision occurring in January 2025.

The Caroline Detention Facility remains committed to meeting the goals of the United States Department of Justice Prison Rape Elimination Act (PREA) of 2003 (28 C.F.R. Part 115). The facility was first audited in September 2019, with subsequent audits in August 2022 and July 2025. The facility is currently in compliance with each standard. The July 2025 audit determined compliance with all standards. No corrective actions were required.

This report provides an analysis of incidents alleged during the 2025 calendar year. In addition, corrective actions made by the facility during 2025 are compared with previous years. The purpose of this report is to assess the effectiveness of the facility’s sexual abuse prevention, detection and response policies, procedures, and practices and to improve the facility’s training and education efforts.

Definitions

Substantiated Allegation: an allegation that was investigated and determined to have occurred.

Unsubstantiated Allegation: an allegation that was investigated and insufficient evidence was obtained to determine if the allegation did or did not occur.

Unfounded Allegation: an allegation that was investigated and found not to have occurred.

Ongoing Investigation: the investigation was initiated and is continuing.

Nonconsensual Sex Act: contact of a detainee by another detainee without his or her consent, or by coercion, or contact of a detainee who is unable to consent or refuse AND contact between the penis and vagina or the penis and anus including penetration, however slight; or contact between the mouth and the penis, vagina, or anus or penetration of the anal or genital opening of another person by the hand, finger, or other object.

Detainee on Detainee Abusive Sexual Contact: contact of a detainee by another detainee without his or her consent, or by coercion, or contact of a detainee who is unable to consent or refuse AND

intentional touching, either directly or through the clothing, of the genitalia, anus, groin, breast, inner thigh, or buttocks of any person.

Detainee on Detainee Sexual Harassment: repeated and unwelcome sexual advances, requests for sexual favors, or verbal comments, gestures, or actions of a derogatory or offensive sexual nature by a detainee directed toward another detainee.

Staff on Detainee Sexual Misconduct: Any behavior or act of a sexual nature directed toward a detainee by staff, volunteer, contractor, official visitor, or other agency representative. Sexual relationships of a romantic nature between staff and detainees are included in this definition. Consensual or nonconsensual sexual acts include intentional touching, either directly or through the clothing, of the genitalia, anus, groin, breast, inner thigh, or buttocks that is unrelated to official duties or with the intent to abuse, arouse, or gratify sexual desire; or completed, attempted, threatened, or requested sexual acts; or occurrences of indecent exposure, invasion of privacy, or staff voyeurism for reasons unrelated to official duties or for sexual gratification.

Staff on Detainee Sexual Harassment: repeated verbal comments or gestures of a sexual nature to a detainee by an employee, volunteer, contractor, official visitor, or other agency representative; or demeaning references to gender, or sexually suggestive or derogatory comments about body or clothing; or repeated profane or obscene language or gestures.

Prevention Planning

The Caroline Detention Facility maintains a zero-tolerance towards all forms of sexual abuse and sexual harassment. The facility has a written policy regarding the prevention, detection and response towards sexual abuse and sexual harassment. The policy is reviewed and updated at least annually or otherwise as needed. The facility does not house youthful detainees and limits cross-gender viewing and searches of adult detainees. Supervision of the detainee population is direct where staff are stationed in the living units 24/7 with the detainees. Detainees are under direct escort when moving within the facility. Each potential employee, contractor and volunteer is screened for previous acts of sexual abuse and sexual harassment prior to hiring or performing services.

Detection Planning

The Caroline Detention Facility employs multiple practices to detect signs of sexual abuse, sexual misconduct, and sexual harassment. The facility's supervisory staff conduct two daily unannounced rounds in all facility areas while management personnel conduct weekly unannounced rounds in an effort to detect and deter sexual abuse. Facility personnel in housing areas conduct a minimum of two security rounds per hour. Detention Specialists in the facility's Control Center perform 24-hour monitoring of CCTV systems throughout the facility, including housing unit.

All detainees attend an orientation to the facility where they are encouraged to report all allegations of misconduct immediately to facility personnel. During the intake process, all detainees are screened for risk of sexual abusiveness and sexual victimization. This information assists classification personnel in determining appropriate housing. Key personnel screen and track detainee request forms,

grievances, incident summaries, and verbal reports to detect trends that assist in detecting and preventing sexual abuse.

All potential employees, contractors and volunteers are required to undergo a criminal records background check prior to employment or performing services in the facility. While undergoing a new employee orientation all staff, volunteers, and contractors are trained to identify signs of sexual abuse and victimization. Each detainee who files a report of sexual abuse in the facility is monitored for retaliation for a period of ninety days to detect any acts of retaliation or new incidents of sexual abuse.

Response Planning

The facility provides access to a forensic examination by a certified Sexual Assault Nurse Examiner if an incident occurs within a time period that would allow for the collection of such evidence. The facility has a Memorandum of Understanding with the Caroline County Sheriff's Office that requires the Caroline Detention Facility to refer all criminal acts of sexual abuse and sexual harassment to the Caroline County Sheriff's Office for criminal investigation and/or prosecution.

Training and Education

All staff, contractors, and volunteers receive training on facility policies and procedures related to the prevention, detection and response to sexual abuse and sexual harassment. Training is provided during the initial orientation and each year after. Each detainee receives written information during the intake process explaining the facility's zero-tolerance policy regarding sexual abuse and sexual harassment and how to report incidents or suspicions of sexual abuse or sexual harassment.

The facility provides comprehensive education to detainees within 30 days of their arrival. The comprehensive education is conducted in video format and includes information regarding their rights to be free from sexual abuse and sexual harassment and to be free from retaliation for reporting such incidents, and regarding the Caroline Detention Facility's policies and procedures for responding to such incidents.

Screening for Risk of Sexual Victimization and Abusiveness

All detainees are screened for their risk of sexual victimization and sexual abusiveness upon arrival at the facility. The facility's classification staff use information obtained from the risk screening to keep those identified at risk of sexual victimization from those identified at risk of sexual abusiveness. Information obtained from the objective risk screening instrument is strictly limited to ensure sensitive information is not exploited to the detainee's detriment by staff or other detainees.

In December 2022, the CDF implemented a new Transgender Care policy. This policy was implemented as a result of a March 2022 Memorandum issued by the U. S. Immigration and Customs Enforcement. The policy requires CDF personnel to utilize a multidisciplinary Transgender Classification and Care Committee for constructing an individual detention plan for each self-identified transgender detainee in the facility.

In 2025, pursuant to a Presidential Executive Order, the CDF was no longer required to comply with the December 2022 memorandum. Although the Transgender Custody and Care policy was removed, the facility maintains many of the practices required under the December 2022 memorandum.

Reporting

The Caroline Detention Facility has both internal and external sexual abuse and sexual harassment reporting avenues available to the detainee population. Detainees and staff may report sexual abuse and sexual harassment privately and by third-party, remaining anonymously if requested. The facility has a Memorandum of Understanding with the Rappahannock Council Against Sexual Assault to provide confidential support services and victim advocacy to detainees who have been victimized. All staff, contractors, volunteers, official visitors, and other agency representatives are required to immediately report both verbally and in writing, any knowledge, suspicion, and information related to sexual abuse of a detainee.

Official Response Following a Report

Facility staff are required to take immediate action when learning a detainee has been the victim of sexual abuse and when learning a detainee is in imminent danger of being sexually abused. When a detainee alleges sexual abuse that occurred at another facility the Superintendent reports the allegation to the other facility within 72 hours. The Superintendent ensures an investigation is conducted when receiving a report of sexual abuse from another facility involving a former CDF detainee.

Each staff member is issued a pocket card that includes their response duties (first responder duties) following an incident of sexual abuse. These duties are established in the facility's written Coordinated Response Plan. The Superintendent appoints an impartial member of the management staff to monitor each detainee for acts of retaliation following an allegation of sexual abuse. Retaliation monitoring is completed for a minimum of 90 days regardless of the investigative outcome.

Investigations

The facility utilizes investigators who have received specific training to conduct sexual abuse investigations in confinement settings. An investigation is conducted into every allegation of sexual abuse and sexual harassment. Investigators are required to use a preponderance of the evidence to substantiate an administrative allegation. CDF staff conduct administrative investigations while the Caroline County Sheriff's Office conducts criminal investigations in the facility. At the conclusion of each allegation the facility investigator informs the detainee of the investigative finding.

Discipline

The presumptive discipline measure for staff who have engaged in an act of sexual abuse is termination. In such cases, the facility Superintendent reports the staff member to the Caroline County Sheriff's Office for criminal prosecution. In the case of volunteers and contractors, they will be immediately removed from the facility and reported to the Caroline County Sheriff's Office. Detainees who participate in an act of sexual abuse are disciplined and reported to the Caroline County Sheriff's Office.

Medical and Mental Health Care

Medical services in the facility are performed by the United States Public Health Services' ICE Health Services Corps (IHSC). Each detainee is screened by a medical professional upon arriving at the facility. Detainees in the facility receive emergency access to medical and mental health services following an incident of sexual abuse. Each detainee who reports previous victimization is offered a follow-up meeting with a mental health professional within 14 days. Ongoing services and treatments are provided to detainees who have been victimized.

Data Collection and Review

Following an investigation into each allegation of sexual abuse, the facility conducts a sexual abuse incident review within 30 days of the conclusion of the investigation. All data obtained from sexual abuse allegations and investigations is securely retained by facility personnel for at least 10 years after collection. The data is utilized to assess and improve the facility's effectiveness in its prevention, detection, and response efforts.

Statistical Data

		2020	2021	2022	2023	2024	2025
Facility Data	Average Daily Population (ADP)	201	176.9	174.14	220.44	246.2	324.19
	Average Length of Stay (days)	59.5	68.96	85.68	58.12	68.82	52.72
	ADP Males	187	176.83	174.13	220.44	242.46	309.3
	ADP Females	15	0.07	.005	.02	3.74	14.89
	Total Admissions	1417	1019	776	1535	1370	2434
	Total Releases	1475	967	851	1457	1348	2348
Non-Consensual Sex Acts	Substantiated	0	0	0	0	0	0
	Unsubstantiated	0	0	0	0	0	0
	Unfounded	0	0	0	0	0	0
	Ongoing Investigation	0	0	0	0	0	0
	Total	0	0	0	0	0	0
Detainee-on-Detainee Abusive Sexual Contact	Substantiated	0	0	0	0	0	0
	Unsubstantiated	2	0	0	0	2	1
	Unfounded	2	3	4	8	1	3
	Ongoing Investigation	0	0	0	0	0	0
	Total	2	3	4	8	3	4
Detainee-on-Detainee Sexual Harassment	Substantiated	0	0	0	0	0	0
	Unsubstantiated	1	0	0	0	0	0
	Unfounded	1	3	3	0	1	1
	Ongoing Investigation	1	0	0	0	0	0
	Total	2	3	3	0	1	1
Staff-on-Detainee Sexual Misconduct	Substantiated	0	0	0	0	0	1
	Unsubstantiated	0	0	0	0	0	0
	Unfounded	2	2	7	3	3	0
	Ongoing Investigation	0	0	0	0	0	0
	Total	2	2	7	3	3	1

Staff-on-Detainee Sexual Harassment	Substantiated	0	0	0	0	0	0
	Unsubstantiated	0	0	0	0	0	0
	Unfounded	0	2	0	0	0	1
	Ongoing Investigation	0	0	0	0	0	0
	Total	0	2	0	0	0	1

Problem Areas

A review of the allegations made by detainees against staff during the 2025 calendar year reveals no discernable pattern. The facility received one allegation of staff-on-detainee sexual misconduct and one allegation of staff-on-detainee sexual harassment. The facility investigator determined the staff-on-detainee sexual misconduct was substantiated. The detainee and staff member engaged in a consensual non-sex act. The detainee was not disciplined as the act was consensual. The facility took immediate disciplinary action. The allegation of staff-on-detainee sexual harassment was unfounded by the investigator. The facility identified no problem areas during this review of annual sexual abuse and sexual harassment data.

A review of the allegations made by detainees against other detainees revealed the location of each incident was alleged to have occurred in various areas, including inside detainee’s rooms. The CDF does not have cameras in each detainee room. Each living unit is staffed 24/7 and security rounds are made a minimum of two times each hour. Sergeants and Lieutenants on each shift make unannounced rounds through all facility areas in an effort to deter and detect sexual abuse and sexual harassment.

In 2025 the facility received one allegation of detainee-on-detainee sexual harassment. The allegation was determined unfounded by the facility investigator. There were no problem areas identified by the facility based on the nature of the sexual harassment allegation.

The facility reported each allegation of sexual abuse to the Caroline County Sheriff’s Office. There were no charges filed against a detainee or staff member following the investigations.

Corrective Actions

In 2024, the CDF added additional cameras to the high custody dayrooms to aid in the prevention, detection, and response to sexual abuse allegations. The additional cameras helped investigators when reviewing video footage following allegations made. The additional cameras now provide coverage of the entire dayroom. The cameras do not view into detainee rooms or shower areas. However, the new cameras do provide visibility outside the restroom and shower areas to identify individuals who enter those areas. This new addition has assisted in clarifying the presence of the victim and abuser during an allegation.

Training continues on an annual basis and as needed. Appropriate training has been critical in assisting with the prevention, detection and response to allegations of sexual abuse and sexual harassment. The facility continues to educate the population upon their arrival, to include how to report allegations of sexual abuse and sexual harassment.

The facility identified no specific action required to make corrective actions in 2025. No areas were identified as problem areas.

Summary

The facility's training has been effective in the prevention, detection, and response to sexual abuse. The facility has successfully created a zero-tolerance culture. Staff are required to immediately report all knowledge, suspicions or information related to an incident of sexual abuse or sexual harassment.

A review of data and response to allegations reveals facility staff have been effective in encouraging and requiring both detainees and staff to report incidents of sexual abuse and sexual harassment. The facility experienced a decrease in the number of staff-on-detainee sexual misconduct allegations from 2024 to 2025. CDF received one more allegation of detainee-on-detainee sexual misconduct from 2024 to 2025. The number of detainee-on-detainee sexual harassment allegations remained the same (1) from 2024 to 2025. In 2024 the facility received no allegations of staff-on-detainee sexual harassment while receiving one in 2025.

In 2025, detainees reported allegations to medical practitioners, CDF staff, through the grievance procedure, and via a third-party. The various reporting avenues demonstrate detainees are confident and aware of how to report allegations of sexual abuse. The reporting further demonstrates staff are fulfilling their duties of immediately reporting the allegation.

The facility continues annual training and refresher information for each staff member, contractor, and volunteer who provides services in the facility. Facility leadership continues to foster a zero-tolerance culture towards acts of sexual abuse and sexual harassment. The facility's management staff continue to review policies, procedures, and practices in order to enhance CDF's prevention, detection, and response efforts. All facility staff complete an annual training program and PREA is taught in the orientation program during the initial hiring phase.

There were no allegations received during 2025 against a contractor or volunteer. The facility currently has several volunteers who perform religious services in the facility.

Certification

I certify the information contained in this report is true and correct as of the date set forth by my signature.

Captain J Helton
Cpt. Jennifer Helton
Prevention of Sexual Assault (PSA) Compliance Manager
Caroline Detention Facility

01-28-26
Date

Paul Perry
Col. Paul Perry
Superintendent
Caroline Detention Facility

01-28-26
Date