



DEPARTMENT OF THE NAVY

BUREAU OF NAVAL PERSONNEL
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From: Director, Corrections and Programs Office (BUPERS-00D)
To: Distribution

Subj: PRISON RAPE ELIMINATION ACT ANNUAL REPORT, CALENDAR YEAR 2025;
U.S. NAVY SHORE MILITARY CORRECTIONAL FACILITIES

Ref: (a) 28 C.F.R. Part 115
(b) BUPERSINST 1640.23B
(c) SSV-4 (3-17-2025)

Encl: (1) Survey of Sexual Victimization

1. Purpose. To publish annual aggregate sexual abuse and sexual harassment data per § 115.87 (Data Collection) of reference (a) occurring at U.S. Navy shore military correctional facilities (MCF) within the United States.

2. Background

a. The Prison Rape Elimination Act (PREA) was established in 2003 to address the problem of sexual abuse and sexual harassment of persons in the custody of U.S. correctional agencies. Major provisions of the PREA include the development of standards for detection, prevention, reduction, and punishment of prison rape. The Act applies to public, private and federal institutions that confine adult or juvenile offenders. Department of Defense policy directs the military departments to develop and implement necessary rules and procedures to satisfy the requirements of PREA with strict enforcement measures and high standards.

b. Per reference (b), the Navy Personnel Command, Corrections and Programs Office (PERS-00D) has adopted a zero-tolerance stance on issues related to sexual abuse and sexual harassment involving prisoners. All allegations of sexual abuse and sexual harassment, regardless of severity or merit, will be immediately reported to the Naval Criminal Investigative Service (NCIS) for investigation. For the Department of the Navy, NCIS is the responsible military criminal investigation organization for investigations. Non-criminal (i.e., administrative) investigations occurring within a naval correctional facility generally fall under the cognizance of the facility commander and there may be cases where an incident is pursued both internal and external of the MCF.

c. PERS-00D has developed and implemented necessary rules and procedures to satisfy the requirements of the PREA with strict enforcement measures and high standards.

d. Sexual victimization data for the calendar year 2025 (CY-25) annual report was collected from the five Navy shore MCFs located within the United States, which include:

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- (1) Naval Consolidated Brig (NAVCONBRIG) Charleston, Charleston, South Carolina;
- (2) NAVCONBRIG Charleston DET Chesapeake, Chesapeake, Virginia;
- (3) NAVCONBRIG Miramar, San Diego, California;
- (4) NAVCONBRIG Miramar Detachment (DET) Pearl Harbor, Hawaii; and,
- (5) Pretrial Confinement Facility Jacksonville, Naval Air Station, Jacksonville, Florida.

e. The incident-based data outcomes (i.e., case disposition) compiled for this annual report are administrative in nature and reported via the individual MCF commanding officers and officers-in-charge.

f. Consistent with the provisions of § 115.87(c) of reference (a), the current form used to gather and consolidate the necessary incident-based data collected from Navy shore MCFs is reference (c). Definitions contained in this reference have changed from previous year's (2023 and prior years) reporting requirements. Enclosure (1) provides a consolidated survey of sexual victimization consistent with the intent of § 115.88(b) for 10 years of data.

3. Definitions. Definitions contained in reference (c) are:

a. Prisoner-on-Prisoner Sexual Victimization

(1) Sexual Abuse. Sexual abuse of a prisoner, detainee, or resident by another prisoner, detainee, or resident includes any of the following acts, if the victim does not consent, is coerced into such act by overt or implied threats of violence, or is unable to consent or refuse:

(a) Contact between the penis and the vulva or the penis and the anus, including penetration, however slight;

(b) Contact between the mouth and the penis, vulva, or anus;

(c) Penetration of the anal or genital opening of another person, however slight, by a hand, finger, object, or other instrument; and

(d) 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.

(2) 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 one prisoner, detainee, or resident directed toward another.

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b. Staff-on-Prisoner Sexual Victimization

(1) Staff Sexual Abuse. Sexual abuse of a prisoner, detainee, or resident by a staff member, contractor, or volunteer includes any of the following acts, with or without consent of the prisoner, detainee, or resident:

(a) Contact between the penis and the vulva or the penis and the anus, including penetration, however slight;

(b) Contact between the mouth and the penis, vulva, or anus;

(c) 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;

(d) 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;

(e) 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;

(f) Any attempt, threat, or request by a staff member, contractor, or volunteer to engage in the activities described in paragraphs (a) - (e) of this section;

(g) Any display by a staff member, contractor, or volunteer of his or her uncovered genitalia, buttocks, or breast in the presence of a prisoner, detainee, or resident, and

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

(2) Staff Sexual Harassment. Repeated verbal comments or gestures of a sexual nature to a prisoner, detainee, or resident by a staff member, contractor, or volunteer, including demeaning references to sex, sexually suggestive or derogatory comments about body or clothing, or obscene language or gestures.

c. Administrative Investigative Case Dispositions

(1) Investigation Ongoing. Evidence is still being gathered, processed or evaluated, and a final determination has not yet been made.

(2) Substantiated. The event was investigated and determined to have occurred, based on a preponderance of the evidence (reference (a), §115.72).

(3) Unsubstantiated. The investigation concluded that evidence was insufficient to determine whether or not the event occurred.

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(4) Unfounded. The investigation determined that the event did NOT occur.

4. General Information

a. On 31 December 2025, within the five U.S. Navy shore MCFs, there were 214 prisoners confined. Of this confined population, 206 were male and nine were female.

b. During CY-25, within the five U.S. shore MCFs located in CONUS, there was a total of 377 new admissions. Of this newly admitted population, 349 were male and 28 were female.

c. Throughout CY-25, the average daily population was 221.40 prisoners.

5. Aggregate Data (1 January through 31 December 2025). Utilizing reference (c), a comprehensive survey of sexual victimization for the five U.S. Navy shore MCFs for the calendar year 2025 was conducted. Results are as follows:

a. There were three allegations of Prisoner-on-Prisoner Sexual Victimization.

(1) Sexual Abuse: One (Unfounded); and

(2) Sexual Harassment: Two (one unsubstantiated and one unfounded).

b. There were four allegations of Staff-on-Prisoner Sexual Victimization.

(1) Staff Sexual Abuse: Three (All unfounded); and

(2) Staff Sexual Harassment: One (unsubstantiated).

6. Sexual Abuse Incident Reviews

a. The U.S. Navy has adopted the national PREA standards in their entirety. Per PREA standard § 115.86 (sexual abuse incident reviews) of reference (a), each shore Navy MCF is tasked to conduct a sexual abuse incident review at the conclusion of every sexual abuse investigation, including even when the investigation finds it to be an unsubstantiated allegation. A sexual abuse incident review is not conducted when the allegation has been determined to be an unfounded allegation. Such sexual abuse reviews will ordinarily occur within 30 days of the conclusion of the investigation. The sexual abuse incident review team will be composed of upper-level management officials, with input from line supervisors, investigators, and medical or mental health practitioners. The MCF will implement the recommendations for improvement or document its reasons for not doing so.

b. The sexual abuse review team:

(1) Considers whether the allegation or investigation indicates a need to adjust policy or practice to better prevent, detect or respond to sexual abuse;

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(2) Considers whether the alleged incident was motivated by race; ethnicity; gender identity; sexual orientation status of lesbian, gay, bisexual, transgender, or intersex identification, or perceived status; gang affiliation; or was motivated or otherwise caused by other group dynamics at the MCF;

(3) Examines the area in the MCF where the allegation occurred to assess whether physical barriers in the area may enable abuse;

(4) Assesses the adequacy of staff manning levels in that area during different times of the day;

(5) Assesses whether monitoring technology should be employed or supplement supervision by staff should be augmented; and

(6) Prepares a report of its findings, including any recommendations for improvement and submits such report to the MCF commander and PREA compliance manager.

7. Point of Contact. Mr. Jonathan O. Godwin, Director, PERS-00D, at (901) 874-4569, or email: jonathan.o.godwin.civ@us.navy.mil.



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Distribution:

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NAVPERSCOM (PERS-00P)

NAVCONBRIGs (Charleston, DET Chesapeake; Miramar, DET Pearl Harbor)

PCF Jacksonville

Navy Corrections Public Website

NCIS HQ Quantico (Criminal Investigations Directorate)

AFSFC/FC

PMG/ACC

HQMC/PSL Corrections