

# **Training Curriculum for Investigating Allegations of Staff Sexual Misconduct with Inmates**

**Activities Booklet**

**Action Planning**

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## Section I - Activity #1

### **Critical Issues in Investigation of Allegations of Staff Sexual Misconduct**

Activity Description: Open discussion.

Time: 10 minutes

Question/Topic: Identify the critical issues surrounding the issue of investigating allegations of staff sexual misconduct.

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**[Note to facilitators:** Following the introduction of the national scope and impact of staff sexual misconduct, allow time for participants to identify their personal, and/or their agency's critical issues. Record all concerns on flip charts. Check back with participants at the end of lunch the first day, or break the first day to see if any participants wish to identify and include other critical issues. Post the charts throughout the week; refer back often to the lists to assure that the training is addressing critical issues. Prior to the close of the week's training, review the list and seek concurrence of participants that issues have been addressed to their satisfaction.]

## **Section I - Activity # 2**

### **Personal and Professional Risks**

Activity Description: Open discussion.

Time: 10 minutes

Question: Based on the information about staff sexual misconduct, what do you think are the personal and professional risks to both administrators and investigators for not properly addressing staff sexual misconduct with inmates?

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**[Note to Facilitators:** This group exercise is designed to give participants a more in-depth understanding of the risks for ignoring allegations of staff sexual misconduct, ignoring the facility's culture, or ignoring the facility's sexualized work environment. Record responses from the total group on a flip chart; debrief at the end.]

Administrators:

Investigators:

## Section II - Activity # 1

### **Fact Pattern - Review of A Case History**

**Activity Description:** Class reading of facts of a case; identifying what things should be the triggers for administrators and investigators. Using the chart page following the case summary, note potential remedies. For administrators, note those possible remedies that would be the responsibility of the administrator. For investigators, note those possible remedies that would be the responsibility of the investigator.

**Time:** 20 minutes.

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**[Note to Facilitators:** Allow the class to read the case; lead the discussion of relevant facts uncovered; lead discussion of remedies and related issues. The expected outcome is a greater awareness of the nuances of cases and the duty of an administrator and an investigator to take decisive action. Use the accompanying chart to further discussion.]

## **FACT PATTERN - SEXUAL MISCONDUCT**

Inmate Jane, 24 years old, is serving a 6 year prison sentence at a medium security facility for women. Inmate Jane met Sgt. Thomas when he and another corrections officer escorted her to a medical appointment outside of the institution. Inmate Jane commented on Sgt. Thomas' high school ring, and they realized they had both attended the same high school.

Sgt. Thomas has worked for the Department of Corrections for 15 years. He has been married and divorced twice, and has two children who live with their mother. Sgt. Thomas is the FOP (Fraternal Order of Police) representative at the institution, and frequently acts as mediator between staff and management (ranks of Lt. and higher) when a union issue arises. Hence, Sgt. Thomas cannot be moved from the institution without the approval of the board members of the FOP. Any such reassignment must include at least a 30-day notice of reassignment.

Inmate Jane is housed in a dorm containing 60 female inmates, with two-person cells which are left unlocked at night to comply with fire safety regulations.

Sgt. Thomas works the day shift, with Sundays and Mondays off. He is responsible for the supervision of dormitory staff and transportation staff, which numbered approximately 25 - 30 on any given day.

After their initial meeting, Sgt. Thomas began to talk with Inmate Jane every time he saw her on the compound or in the dormitory. They would mention teachers each knew in high school, even though they were 10 years apart in age, laughing about some of the funny memories they had about things that happened in high school.

Eventually, Jane began to discuss how she managed to get involved in using drugs and eventually dealing drugs. Jane told Thomas that self-help books had been a great source of information and assistance to her in her personal life, since she couldn't afford to get counseling. She often said that she wished she had some of those books in prison. Jane also talked about her dislike of the food in prison, and how she was losing weight because the food was so starchy and tasteless that she could not eat it. Jane told Thomas one day that she wanted to be left alone by the other inmates because all they did was 'talk trash' and complain about different officers and vocational instructors. There was a long waiting list to get into some of the vocational programs, and Jane was afraid that she would never get into any of them, leaving prison with no training whatsoever.

Sgt. Thomas began bringing Jane some of the self-help books she had mentioned. He brought her food, tennis shoes, and small inexpensive pieces of jewelry. All inmates were permitted to have portable radio/cassette players with headphones, but Jane's family had long ago cut off contact with her due to her involvement with drugs. So Sgt. Thomas gave her his Walkman.

Sgt. Thomas called in some favors to get Jane's name moved to the top of the list for the horticulture vocational program. This enabled Sgt. Thomas to meet and talk with Jane away from the dorm and cafeteria setting, or on chance encounters on the prison compound. He could walk to the back of the compound and enter the large outdoor

garden area, where Jane often worked alone tending to the vegetables. On days that Jane was working in the greenhouse, Sgt. Thomas met her. Sgt. Thomas could enter the outdoor garden from another locked gate leading from the medical area, and not been seen by the horticulture instructor as he entered the area. Eventually, when Jane was alone in the greenhouse, they would find a spot behind some large plants, and kiss and touch each other. They were seen kissing and laughing in the outdoor garden by the horticulture instructor, John (who was a contract employee from the local community college). Thomas and Jane agreed that they should avoid seeing each other in the area for a while, in case they were reported. But when Sgt. Thomas checked the reports which were logged into a book in the Major's office, he realized that there had been no report, so he resumed his visits.

Among the dormitory and transportation staff supervised by Sgt. Thomas, there was a general consensus that he was the "phantom". Sgt. Thomas made it clear to his staff that as long as they did their jobs and showed up on time, he would not bother them. He became less and less visible to the staff. Sgt. Thomas shared a small office with the other Sergeants. and they noticed that over a period of about two months, he had been collecting little plants and putting them on the windowsill in the office. The other Sergeants. were sure that these had come from horticulture, but they did not say anything about it, since the horticulture department supplied the institution's visitors lobby and the visiting park with their home-raised decorative plants.

The relationship between Jane and Thomas become more intense. Sgt. Thomas began regularly volunteering for overtime, arriving for work at 3 a.m., instead of 7:00 a.m., working a 12 hour-day, filling in for a vacant sergeant slot. Jane became a very good student in her classes, and the horticulture instructor gave Jane added responsibilities of taking care of the plants and garden on weekends when he was not there. Jane was released from the dorm on weekends to give the plants their early morning watering so she could return in time for breakfast and count. Jane and Thomas began having sexual relations in the instructor's office on Sunday mornings around 5 a.m.

Eventually, the sexual relationship between Jane and Thomas came to the attention of the Warden when an officer filed a complaint against Sgt. Thomas, alleging a sexual relationship with Inmate Jane. An inmate, Cindy, also had reported to the Warden a day earlier that she had seen Sgt. Thomas coming out of the greenhouse at about 6 a.m., with his equipment belt tossed over his shoulder. Jane came out of the same door about 10 minutes later, heading to her dorm for count.

Because of the union issue and the problem of staff shortages, Sgt. Thomas could not be moved immediately, so the Warden chose to move Inmate Jane to another women's facility approximately 75 miles away. Jane continued to communicate with Sgt. Thomas by telephone. Sgt. Thomas had a friend place money into Jane's inmate account at the new facility, since he was unable to bring her food.

The Warden initiated an investigation by filing a formal report with the Internal Investigation Unit at the Regional Office. Four days after the Warden faxed the report to the Regional Office, the investigators arrived at Jane's new facility- a team of two males. They interviewed Jane in the hallway of the of the visiting area; nearby an attorney was interviewing his client. The investigators were not able to make eye contact

with Jane when they asked questions about her having sex. Jane denied having sex with Sgt. Thomas. Within five minutes, the interview was over.

The investigators attempted to interview the horticulture instructor, but were told that the instructor working now was new and had just started working that Monday. The investigators interviewed the officer who had filed the complaint with the Warden. The officer stated that he had not seen Jane and Thomas having sex, but he had observed them talking frequently on the prison compound. He added that Sgt. Thomas was not his supervisor, but he had heard a number of rumors that Jane and Thomas were having sex, and he felt it his duty to report this to the warden. Another officer, whose name was provided by the complaining officer, stated that he saw Sgt. Thomas holding Jane's hand one day, as they sat on a bench on the prison compound. Jane was crying, and Sgt. Thomas appeared at first to be comforting her. Because Jane denied having sex with Sgt. Thomas, the investigators closed their case as unsubstantiated.

Sgt. Thomas was notified that an investigation was underway concerning allegations of an improper relationship with Inmate Jane. Sgt. Thomas was told that an inmate had reported the allegations. Based on that information Sgt. Thomas determined that the only inmate who could have reported seeing him at the greenhouse was Inmate Cindy, as she had the task of retrieving cleaning supplies from the storage area directly across from the greenhouse. The following day, Sgt. Thomas filed a disciplinary action against Inmate Cindy for using disrespectful language to an officer. Two days later, Sgt. Thomas met Inmate Cindy at the storage area, took her inside the office, and told her that he knew she didn't want any trouble, so she'd better change her story.

Inmate Cindy was terrified, and was too afraid to say anything to anyone, so she contacted a representative of the Human Rights Watch at a local telephone number. She had received a pamphlet from another inmate. Human Rights Watch immediately went to the Warden's office and demanded an investigation be opened against Sgt. Thomas for retaliation against an inmate.

The Department opened an investigation, and sent the same investigators to talk to Inmate Cindy. Inmate Cindy refuses to sign any statement against Sgt. Thomas.

<b>RESPONDING TO ALLEGATIONS - what methods used work well; what would you do differently?</b>	<b>EFFECTIVENESS OF INVESTIGATION - what methods used work well; what would you do differently?</b>	<b>PREVENTION METHODS- what types of actions would prevent these types of events in the future?</b>	<b>ADDED VALUE TO AGENCY - what can the agency learn from this investigation?</b>



## Section II - Activity #2

### **Compare, Contrast, and Review the Participant's State Law(s)**

Activity Description: Group exercise by state teams. Each team reports out using flip chart.

Time: 30 minutes group work; 45 minutes for reporting

Question/Topic: How does the state law address the critical issues identified in the training; how does the state law(s) compare to other state laws? What action does this suggest for the team/agency? What is included in the law, what is not included?

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**[Note to Facilitators:** Using the survey of 50 state laws, ask participant(s) from each state to identify areas not addressed by their law (i.e., volunteers, offenses outside the facility walls, etc.). Ask each state team to compare their state law with three laws selected by the facilitator. Ask each team spokesperson to identify the issues and gaps in their state law. Ask participants to provide any updated statutes since the publication of the survey.]

### Section III - Activity # 1

#### **Agency Culture: What are the strengths and weakness of an agency's culture that enhance or impede an investigation?**

Activity Description: Divide participants into four groups, mixing state teams

Time: 10 minutes deliberation; 10 minutes reporting.

Question: Based on what you have heard about an agency's culture, how does an agency's culture enhance or impede an investigator, or an investigation? Make a list of how it helps, and a list of how it hinders.

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**[Note to facilitators:** Ask each group to consider the agency cultural issues that have been discussed in Section III - including the sexualized work environment, the demographics of inmates, and the demographics of staff. How do these factors help or hinder the investigation and the investigator? Track the comments and help the participants draw conclusions about what the results mean to an investigator who must face the culture issue to do their job.]

## **Section III - Activity # 2**

### **Mapping the State's Investigative Process**

**Activity Description:** Working as a state team, participants are asked to “map” their state investigative process, from the time a complaint is received, the conclusion of the investigation. The state teams are asked to identify issues or “gaps” in the process. Each team will report on their process and the gaps or issues they have identified.

A roll of brown paper and markers are available for each team to use in detailing their process

**Time:** 30 minutes deliberation; 90 + minutes reporting.

**Question:** Based on the training and discussions, how can your state's investigative process be improved? Are there gaps that allow incidents to go unreported to, or unidentified by a central or regional office? Are there places where the process can be sabotaged?

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**[Note to facilitators:** Manage the reporting out time to insure that each state has a chance to speak, but that the session keeps flowing. Help track the gaps and issues by state. Refer participants to the Action Planning Process to address any issues revealed in the exercise. Encourage all participants to ask questions about the process as it is being described.]

## Section IV - Activity # 1

### **Who are Your Investigators?**

**Activity Description:** Participants list and discuss the most desirable qualities, behaviors, habits, etc. of an internal affairs investigator.

**Time:** 15 minutes

**Topic:** Think of an internal affairs investigator whom you consider to be the best you know. What qualities, habits, methods and behaviors does this person demonstrate?

Use the space below to make notes. Instructor will create a general list on a flip chart.

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**Notes:**

## **Section IV - Activity # 2**

### **Inmate Grievance Forms - From where to where?**

Activity Description: Participants identify the path of inmate grievances in their agency.

Time: 15 minutes

Questions: The important of how inmate grievances are handled, and by whom, has been identified in Sections III and IV.

- (1) How do inmates get grievance forms in your agency?
  - (2) To whom do they submit them?
  - (3) What conflicts or problems do you see arising from this process?
- 

Notes:

## **Section IV - Activity # 3**

### **Inmate Orientation**

**Activity Description:** Participants note their responses to the questions.  
Open discussion follows.

**Time:** 20 minutes

- Questions:**
- (1) How do inmates in your facility really learn the facility rules?
  - (2) What are the consequences for the investigator when written rules do not match actual practice?
  - (3) What is appropriate for inmates to know about the definitions of staff sexual misconduct and the investigative process?
  - (4) How can you overcome staffs' potential fear and hostility to inmate orientation regarding sexual misconduct?
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**Notes:**

## **Section IV - Activity # 4**

### **Staff Assignments - Evaluation of High Risk Assignments**

Activity Description: Participants note their responses to the questions.  
Open discussion follows.

Time: 20 minutes

- Questions:
- (1) Are staff assignments made with recognition of the risks for that post/position?
  - (2) Are there some staff assignments where little or no supervision takes place – inside the facility or in the community – where cross gender supervision takes place?
  - (3) Who makes staff assignment decisions? Does staff have recourse?
  - (4) What are the specific cross-gender issues your agency faces in light of what you have learned in this training?
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Notes:

## **Section IV - Activity # 5**

### **Media - Impact on the Agency Before, During and After Crisis**

**Activity Description:** Divide participants into 4-6 groups, mixed by states. Provide flip chart paper; asking the group to respond to the following chart.

**Time:** 15 minutes for group work; 20 minutes for reporting.

**Questions:** Think about the TV and newspaper coverage your agency received in response to a crisis. How about coverage when there is not an “event”? What can be gained, and what can be lost by communicating with the media before a major event – such as allegations of staff sexual misconduct occurs?

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<b>What can be gained?</b>	<b>What can be lost?</b>

**Net effect or impact? What are the implications for your agency?**

## **Section IV - Activity # 6**

### **Triage Your Agency's Policies, Procedures and Operations**

Activity Description: As a homework assignment, ask participants to complete the attached matrix. The triage process may help identify areas for Action Planning. Ask the participants to identify the value of having others in their agency perform this triage, keeping as a focus prevention of staff sexual misconduct.

Time: Evening Homework

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**Prevention and Investigation of Staff Sexual Misconduct with Inmates:  
Triage Your Agency's Policies, Procedures and Practices**

Your agency's policies, procedures, and practices are:				
	Adequate	Needs Revision	Missing or Need to Check	Notes
Added Value: a process for using investigative findings to improve agency operations				
Auditing: agency audit reports and procedures insure compliance with zero tolerance (inmate discipline, inmate grievances, etc.)				
Classification: an inmate classification system that includes processes for identifying inmates with special needs or circumstances				
Crisis Debriefing: crisis debriefing is available to staff who are victims, witnesses, etc. on issues of staff sexual misconduct				
Cross Gender Supervision: written policies and procedures for staff assignment and inmate supervision				
Culture: a process for identifying the culture and the impact of agency culture on the agency's zero tolerance for staff sexual misconduct				
Employee Assistance: an employee assistance program is available to all staff for self-referral, and for supervisors to seek advice or to refer staff				
Employee Awards: a system to formally acknowledge and reward staff excellence				
Employees: identification of effective means to appropriately involve collective bargaining units in addressing staff sexual misconduct, staff training, inmate orientation and internal investigations.				
Employees: procedures for moving or removing staff during an investigation.				

Your agency's policies, procedures, and practices are:				
	Adequate	Needs Revision	Missing or Need to Check	Notes
Employees: applicants are screened for prior histories of committing abuse, sex crimes, domestic violence, etc.				
False Allegations: an agency philosophy for how to handle false allegations arising from either staff or inmates.				
Inmates: medical and mental health services designed to handle inmate victims of sexual misconduct.				
Inmates: orientation and education that informs inmates of the agency's policies, reporting requirements and procedures, as well as services available to assist inmate victims.				
Investigations: written protocols governing: <ul style="list-style-type: none"> <li>• when investigations are initiated;</li> <li>• who investigates;</li> <li>• criminal (Miranda) vs. administrative (Garrity) investigation management of investigators and investigations;</li> <li>• interviewing victims and witnesses;</li> <li>• collecting and preserving evidence;</li> <li>• closing the investigation.</li> </ul>				
Investigations: role of the agency defined by statute or state administrative regulation				
Investigations: written procedures for selecting investigators				
Investigations: written job description for investigators				
Investigations: mandated training for investigators				
Maintenance: preventative maintenance program to insure prompt repairs				

Media/Public Information: written procedures for responding to the media during investigations; procedures for the media to gain knowledge of the agency prior to an "event" or emergency.

Your agency's policies, procedures, and practices are:				
	Adequate	Needs Revision	Missing or Need to Check	Notes
Rape Crisis Center: written agreement, procedures and cross training prior to the need to use the local rape crisis center.				
Reporting allegations: mandatory reporting for inmates and staff				
Reporting allegations: procedures for processing allegations and assigning investigators; procedures for notification of centra office				
Searches: guidelines for pat down and strip searches referencing the gender of inmates and staff				
Security procedures: management and supervision supporting compliance with facility procedures				
State Statute: process to incorporate law changes into procedures				
Training: in-service training for all employees, volunteers, contractors, interns, etc. regarding agency's policies on zero tolerance of staff sexual misconduct.				
Training: new employees, volunteers, contractors, etc. are informed about zero tolerance and all related procedures				
Visual surveillance: policies and procedures for surveillance by staff of inmates of the opposite sex.				
Women inmates: specific programming designed to meet specific needs				
Zero tolerance: policy in writing with definitions clearly understandable by all staff, volunteers, contractors, etc.				

## **Section IV - Activity #7**

### **False Allegations**

Activity Description: Open discussion.

Time: 10 minutes

Question/Topic:

- (1) How does your agency respond to false allegations?
- (2) How should an agency respond to false allegations - from either staff or inmates?
- (3) What are the implications for the agency depending upon the approach the agency takes to responding to false allegations?

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Notes:

## **Section IV - Activity #8**

### **Value Added to Agency from Investigations**

Activity Description: Participants divide into four groups, mixed.

Time: 10 minutes in groups, 10 minutes open discussion.

- Question/Topic:
- (1) What can be learned about your agency operations from the findings of staff sexual misconduct investigations?
  - (2) How could operations be modified based on the results?
  - (3) What administrative changes might come from investigative findings?
  - (4) What leadership issues may be uncovered?
  - (5) What could investigative findings reveal about supervisory roles?
  - (6) Does your agency' administration use investigative results to improve policies, procedures, operations?
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Notes:

## **Section IV - Activity #9**

### **Demystify the Investigative Process - What are the benefits to the agency in demystifying the investigative process?**

Activity Description: Open discussion.

Time: 10 minutes for discussion

- Question/Topic:
- (1) What benefits can be gained from demystifying the investigative process?
  - (2) What is the “reputation” of the agency's internal investigation unit and/or investigators?
  - (3) What types of activities have been undertaken by the agency to demystify the investigative process in an attempt to break the “code of silence”?
  - (4) How can the union or bargaining unit be involved?
- 

Notes:

## Section IV - Activity #10

### **The Investigator: Job description, screening, training and optimal reporting structure**

**Activity Description:** Group exercise, mixed groups; followed by reporting out. Divide into four groups. Ask each group to report out using a flip charts to bullet their important findings/recommendations.

**Time:** 15 minutes for group work; 30 minutes for reporting

**Question/Topic:** The following assignments are given:

Group 1 - Outline the job description for an investigator. What are the minimum qualifications - experience, formal education, investigative experience? What are essential skills, knowledge and abilities?

Group 2 - Identify and outline a selection process for the investigator. Written tests? Oral interview? Background check? How can the agency assess integrity, honesty, etc? Should there be job rotation? How many years should an investigator be assigned to internal investigations?

Group 3 - What specific training should an investigator have before, during and after their assignment?

Group 4 - Having heard how each state's investigative process is structured, what is the optimal reporting structure and chain-of-command for an investigator?

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**[Note to Facilitators:** Ask participants to join the reporting from other groups. Track the recommendations; reproduce responses for participants before the end of training, if possible.]

**Notes:**

## Section V - Activity # 1

### Practical Problem Solving

Activity Description: Using only volunteers, allow states to describe a current investigation for which they would like input from the participants. Ask for volunteers the day before this is to occur. Limit to three cases.

Time: 15 minutes per case presentation; 10 minutes for responses

Questions: In describing this case, how can my fellow participants help me see what I might have missed?

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**[Note to Facilitators:** By the end of the first day, some participants may wish to share a current case, or a recently closed case, which punctuates the lessons learned in this training. Seek volunteers on the second day, allowing them one day to prepare. Restrict time to 15 minutes for a presentation; and no more than 10 minutes for responses. Help participants draw conclusions from the information and examples presented.]

Notes:

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## **Action Planning**

An action plan will be developed during this training to provide participants with organized blueprints for activities when they return to their agency. The plan will be designed as ready references for priority activities.

The plan should focus on what the participants see as priorities in the areas of:

### **The Investigator The Investigative Process Agency Administrative Practices**

#### **The Investigator**

Such activities include an assessment of the investigator's training needs, developing or updating investigative protocols, acquiring technology, and other actions that ultimately enhance the individual investigator's ability to perform required functions in an efficient, effective and professional manner.

#### **The Investigative Process**

This plan may address, for example, how reporting is handled, the process of initiating investigations, management of suspects, witnesses, and victims, evidence collection and preservation, crime scene preservation, taking of statements, protection of rights, and management of investigations.

#### **Agency Administrative Practices**

Among the issues to be addressed here include the agency's policies and procedures for both prevention (pro-active) and responding to allegations. The plan can also address policies and procedures regarding required behavior, hiring standards, staff disciplinary procedures, performance appraisals, contract management, inmate grievance and disciplinary systems, internal agency culture, inmate orientation, staff basic and in-service training programs, the agency's media plan, and audit functions.

## **Format**

As the training moves forward, issues will be identified each day. The action plans are dynamic documents that will evolve during the course of the training.

To be useful, each item included in the plans of action must:

- Be specific and measurable;
- Have deadlines;
- Identify the position or person who will be responsible for the activity;
- Note the stake-holders who can make the action happen, or who can defeat or delay the action if not properly involved in the change;
- Identify the stake-holders who can help, or hinder, achievement of the objective;
- Prioritize each of the activities included; and
- Identify any fiscal needs for implementation and options.

Through out this training program, you will be asked to take time to add notes to your plans of action.






Notes:

## **Training for Investigating Allegations of Staff Sexual Misconduct**

### **APPENDICES**

1. Headlines from media sources
2. Additional Definitions
3. Elements of a Good Law
4. Rape Trauma Syndrome
5. Red Flags (some examples)
6. Sample Evidence Log
7. Sample Evidence Receipt
8. Sample Case Studies (2)
9. Sample Policy and Procedures -  
Georgia Department of Corrections - Policy and Procedures for  
Internal Investigations; and, Mental Health Services (relating to  
Staff Sexual Misconduct with Inmates).