# Addressing Sexual Abuse of Youth in Custody

Module 17: Legal Liability for Sexual Violence in Juvenile Justice Settings

# Legal Issues

#### • PREA

Laws Implementing PREA

#### Criminal Laws

- Sexual abuse of persons in custody
- O Statutory rape
- O Sexual assault
- Sex Offender Registration
- Reporting Laws
  - Notification
  - O Mandatory Reporting
- Licensing
- Vulnerable Persons Statutes
- Civil Liability\*

#### **Civil Liability**

Most common legal issues

Prison Litigation Reform Act
42 U.S. C. 1983
Eighth Amendment
Fourth Amendment
Fourteenth Amendment
State tort claims

#### **Prison Litigation Reform Act**

Passed in 1995

 Limitation on right to bring constitutional claims in federal court for conditions of confinement

Limits length of consent decrees

Limits attorneys fees

### **Prison Litigation Reform Act**

Has exhaustion and physical injury requirement

 Like PREA – says prisons but applies to juveniles as well

O"the term 'prison' means any Federal, State, or local facility that incarcerates or detains juveniles or adults accused of, convicted of, sentenced for, or adjudicated delinquent for, violations of criminal law – PLRA"

#### PLRA

 Jones v. Bock, (Jan. 23, 2007) Court decides in a case involving Michigan DOC that the total exhaustion rule of 6<sup>th</sup> Circuit was not required by PLRA

O http://www.supremecourtus.gov/opinions/06pdf/05-7058.pdf

 Porter v. Nussle, 122 S. Ct. 983, 986 (2002) (exhaustion requirement of PLRA)

# **PLRA**

Morris v. Eversley, 2002 WL 1313118 (S.D. N.Y. June 13, 2002)

 (woman challenging sexual assault during incarceration was not required meet PLRA exhaustion requirement once released)

 White v. Haines, 2005 WL 1571203 (S. Ct. App. W.VA) (July 7, 2005)

 (state can provide for different exhaustion scheme than federal government with regard to complaints of sexual abuse in custody)

#### **PLRA Implications**

Youth have to exhaust even when claim involves rape in custody

Must have credible procedure for them to do so

Can't erect artificial barriers to bringing suit

Youth aren't going to report if they fear results

### **PLRA Implications**

 Due to fear, youth may wait until they leave to report

No duty to exhaust if out of your system

Go directly to litigation

 Agency is not in position to resolve and only option is settlement or litigation

# 42 U.S. C. 1983

Creates a federal cause of action for the vindication of rights found elsewhere

Key elements

 deprived of a right secured by the constitution or law of U.S.
 deprivation by a person acting under color of state law
 Don't forget volunteers and contractors

**Civil Rights of Institutionalized** Persons Act, 42 U.S.C. Section 1997 Federal Statute DOJ Special Litigation enforces **OPrisons and Jails O**State and Local Nursing homes OJuvenile facilities • Facilities for Mentally III **O**Facilities for Developmentally Disabled and Mentally retarded Must be widespread pattern of abuse

#### **CRIPA Juvenile Settlements**

- United States v. State of Texas, Evins Regional Juvenile Center (Compliance Report) (11/05/2008)
- Los Angeles Probation Camps (L.A. Camps) (10/31/2008)
- United States v. State of Oklahoma, L.A. Rader Center (09/09/08)
- United States v. State of Maryland (Second Amended Settlement Agreement Regarding Conditions at Three Juvenile Justice Facilities) (06/23/08)
- United States v. State of Ohio (Ohio Juveniles) (06/24/08)
- Settlement Agreement between the United States Department of Justice and the Marion Superior Court Concerning the Marion Superior Court Juvenile Detention Center (4/09/08) See also, Complaint (4/09/08)
- United States v. State of Texas, Evins Regional Juvenile Center
   (Order) See also, U.S. v. State of Texas (Evins Complaint) (2/01/08)

#### S.H. v. Stickrath, 251 F.R.D. 293 (S.D. Ohio 2008)

 Court disallowed union representing 1000 DYS employees to intervene at last minute in long term litigation regarding widespread unconstitutional conditions at ODYS facilities

# S.H. v. Stickrath, 251 F.R.D. 293 (S.D. Ohio 2008)-- Facts

- Class action on behalf of all juveniles at ODYS
- Came to forefront b/c of violent sexual abuse at Scioto Juvenile Detention Facility
   O14 staff indicted – 6 convicted of offenses from sexual battery to dereliction of duty – male and female staff abusing male and female youth

# S.H. v. Stickrath, 251 F.R.D. 293 (S.D. Ohio 2008)

Class action on behalf of girls at Scioto – 12/04
 OPhysical abuse
 OSexual abuse
 OInadequate mental health care

OUse of isolation

Special Lit – CRIPA complaint –3/05

ONegotiated for 2 years

OLitigation expanded to include all facilities including those for boys

Final draft settlement -- April 2008

# Eighth Amendment

Prohibits cruel and unusual punishment

Legal standard is deliberate indifference

 established in a prison rape case Farmer v. Brennan
 two part test
 the injury must be objectively serious and must have caused an objectively serious injury
 the official must have a sufficiently culpable state of mind and have acted with deliberate indifference or reckless

disregard for the inmate's constitutional rights

#### What the court looks for

 Deliberate indifference to inmate vulnerability -- safety or health

Official knew of and disregarded an excessive risk to inmate safety or health
 Official must be aware of facts from which an inference could be drawn that a substantial risk of harm exists and he must draw the inference

#### Smith v. Wade [461 U.S. 30 (1983)]

The court found the failure of facility authorities to separate aggressive youth from potential victims could demonstrate callous or reckless indifference, making them liable for the injury of the endangered youth

## Fourth Amendment -- Bell v. Wolfish, 441 U.S. 520 (1979)

#### Does the individual have a legitimate expectation of privacy

OThe scope of the intrusion
OThe manner in which it was conducted
OThe justification for the intrusion
OThe place in which it is conducted

#### What the Fourth Amendment Stands for

 No expectation of privacy in cell --Hudson v. Palmer, 468 U.S. 517 (1984)

Can have same gender searches

 Cross gender searches and supervision for both boys and girls more limited than in adult context

#### Three Cases

- Philadelphia v. Penn. Human Relations Comm'n, 300 A.2d 97 (1973)
  - (holding that gender is a legitimate BFOQ at youth facilities, males to supervise males and females to supervise females)
- Long v. California State Personnel Board, 41 Cal. App.3d 1000, 116 Cal. Rptr. 562 (1974)
  - (female excluded from chaplain's job at youth training center for males)
- In the Matter of Juvenile Detention Officer Union County, 837 A.2d 1101 (N.J. Super. A.D. 2003)
   (creation of 8 male juvenile detention officer positions upheld)

#### What these cases stand for

- Juvenile detainees have greater expectation of privacy than adults
- Younger age of juveniles makes them more vulnerable both girls and boys
- Views cross gender searches and viewing of juveniles naked by staff of opposite sex as traumatic and likely to cause "permanent irreparable harm"
- May be able to legitimately exclude staff of opposite gender from wide range positions with youth
- BFOQ's for youth upheld

#### Fourteenth Amendment – Substantive Due Process

 Can not be deprived of life, liberty or property without due process of law

 Depending on jurisdiction courts apply 14<sup>th</sup> amendment as opposed to 8<sup>th</sup> Amendment in analyzing legal claims

 14<sup>th</sup> amendment is lower legal standard and easier to prove

 Some have used both 8<sup>th</sup> and 14th Amendment to analyze claims of abuse of youth in custody.

#### **Major Issues**

Staff Sexual Misconduct

Youth on Youth Conduct
 Rape
 Sexual abuse
 Voluntary sexual interaction
 Consensual sex

#### **Staff Sexual Misconduct**

#### Important Factors

who raises the issue
 boy
 Girl

O what has been your history

- complaints about misconduct
- complaints about other institutional concerns
- community standing

O the context in which the issue is raised

- Litigation
- Investigation

• Agency oversight CA #06S20GJJ1

#### Youth on Youth Conduct

# Who raises the issue Male Female

Nature of the conduct
 Forced
 Coerced
 Consensual

#### Sixth Circuit Cases

# Doe v. Patton, 381 F.Supp.2d 595 (E.D. KY 2005)

 (county and county official granted immunity in rape of minor doing community service work at courthouse. County official not immune in official capacity)

#### S.J. v. Hamilton County Ohio, 374 F.3d 416 (6<sup>th</sup> Cir. 2004)

 (county not entitled to immunity for failure to investigate and prevent sexual abuse of youth by another youth) (MSJ – 11<sup>th</sup> amendment case) (youth challenge raised under 14<sup>th</sup> amendment) Eveloped by the NIC/WCL Project under NIC

# K.M. v. Alabama Department of Youth Services, 360 F. Supp. 2d 1253 (M.D. Al. 2005)

#### Facts

- O 4 juvenile girls sued AL DYS, DYS Exec. Dir.; Chalkville Campus Spt.--James Caldwell; Aseme and John Ziegler
- O Allege they were physically and sexually assaulted and harassed by Aseme.

O Claims

- •42 U.S.C. 1983
- 14<sup>th</sup> Amendment
- 8<sup>th</sup> Amendment
- State Tort law [negligence, outrage, assault and battery]
- Widespread public allegations of sexual abuse and harassment by e'ees at Chalkville against detainees
- Plaintiffs raped in laundry room

#### Legal Posture and Issues

Motion for Summary Judgment 8<sup>th</sup> Amendment vs. 14<sup>th</sup> Amendment O Juvenile institutions are not correctional facilities O Partially correctional, partially educational O Meant to discipline as opposed to punish O Rehabilitative and educational O Juvenile detention is not criminal adjudication  $\bigcirc$  Bottom line juveniles entitled to > than protection from wanton and unnecessary pain O Even if the conduct violates the 8<sup>th</sup> amendment State tort claims allowed as well

# **Typical State Tort Claims**

#### Assault

Battery

Intentional infliction of emotional distress

Negligent infliction of emotional distress

Negligent hiring, training and supervision

#### Taylor v. North Carolina Department of Corrections, 363 S.E.2d 868 (1988)

- Industrial Commission upholds judgment in favor of inmate against NC DOC (\$15,000)
- Inmate placed in cell with another inmate who sodomized him
- Liability to agency because
  - Inmate who was placed in cell was friends with other inmates with whom plaintiff had fight
  - O Asked for the inmate not to place in cell
  - Inmate forced Plaintiff to drink urine, wash his clothes, lick his anus and then anally sodomized plaintiff
  - O No rounds for an hour
  - O Plead negligence of officer
  - O Assault and battery

#### Jane Doe 1 v. Swannanoa Youth Development Center, NCDJJ, 592 S.E. 2<sup>d</sup> 715 (2004)

- Female youth used North Carolina Torts Claims Act
  - O Emotional distress
  - O Sexual assault by staff and youth
  - O Failure to protect, investigate
  - O Destruction of evidence

#### Agency

- Challenged request for name, address and custodian for kids in Frye cottage
  - Confidentiality
- Industrial Commission can't order it to turn over records
   Ruling in favor of Industrial Commission's authority

#### Important Themes

 Sex with youth under correctional supervision can be a violation of the Fourteenth Amendment Due Process

Sex with youth can be a violation of Eighth Amendment

Special Responsibility for youth in custody – no consent

 Courts look to the practice of the agency in determining liability

Protect employees and youth who report misconduct

# Liability

#### Municipal

#### Official

#### Individual

#### Personal

#### Municipal Liability

 Monell v. Department of Social Services, 436 U.S. 658 (1978)

O Municipality is a person who can be held liable under Section 1983

 Officially executed policy or toleration of custom within municipality must inflict the injury

Inaction

- Failure to train or supervise
- Failure to investigate

# Municipal Liability

 Can't be held responsible under respondeat superior or vicarious liability for

Independent actions of employees
Wrongful conduct of single employee
Must make showing that this officer was likely to inflict a particular injury

## **Official Liability**

Will cause liability to municipality

Did it happen on your watch

 Were you responsible for promulgating and enforcing policy

 Did you fail to act or ignore information presented to you

## Individual Liability

 Officials sued in individual capacity may be protected from damages if the alleged wrongful conduct was committed while they performed a function protected by qualified immunity

### Personal Liability

 Plaintiff must provide notice that the suit is against the official in her personal capacity

Direct participation not required

 Official participated directly in the alleged constitutional violation

 Failed to remedy the wrong after being informed through a report or an appeal

## Personal Liability

 Enforced a policy or custom under which unconstitutional practices occurred or allowed the continuation of such policy or custom

 Was grossly negligent in supervising subordinates who committed the wrongful acts

 Exhibited deliberate indifference to the rights of inmates by failing to act on information indicating that unconstitutional acts were occurring

## Qualified Immunity

No violation of federal law -- constitutional or otherwise

Rights and law not clearly established at the time of the incident

 Official's action was objectively legally reasonable in light of clearly established legal rules at time of the action—deliberate indifference Developed by the NIC/WCL Project under NIC

CA #06S20GJJ1

# Smith v. Cochran, 339 F.3d 1205 (10<sup>th</sup> Cir. OK 2003)

 Driver's license examiner who supervised female prisoner on work release not immune from suit for sexual abuse of inmate. Oklahoma DOC delegated responsibility to agency, so can be liable under 8<sup>th</sup> amendment.

## Riley v. Olk-Long 282 F.3d. 592 (C.A. 8 (Iowa)) 2002)

#### • Facts:

Inmate brought Section 1983 action against prison warden and director of security under 8<sup>th</sup> amendment. Jury found in favor of inmate. Warden and director of security moved for judgment as matter of law or for a new trial.

### Riley v. Olk-Long 282 F.3d. 592 (C.A. 8 (lowa)) 2002)

#### Result:

 Prison warden and director of security were deliberately indifferent to the substantial risk of harm that guard presented to female inmates.
 Held personally liable to inmate in amount of \$20,000 against Sebek and \$25,000 in punitive damages from Olk-Long the warden

### Riley v. Olk-Long 282 F.3d. 592 (C.A. 8 (lowa)) 2002)

#### What happened?

Officer made inappropriate comments to inmate Riley about whether she was having sex with her roommate

O He came into her room after lockdown and attempted to reach under her shirt

O Grabbed her from behind and rubbed up against her

### Riley v. Olk-Long 282 F.3d. 592 (C.A. 8 (Iowa)) 2002)

#### What happened?

- O Inmate didn't report above because "she doubted that she would be believed and feared the resulting discipline"
- Officer entered cell and raped her. She performed oral sex so she wouldn't become pregnant
- Another inmate witnessed incident and reported it
- Inmate placed in administrative segregation during investigation.
- Officer terminated.
- Convicted under State AnwIC/WCL Project under NIC

### Riley v. Olk-Long 282 F.3d. 592 (C.A. 8 (Iowa)) 2002)

• Why?

• Prior to this incident other female inmates had complained C Link had a history of predatory behavior O Four prior investigations closed as inconclusive O Collective bargaining unit precluded permanent reassignment O Sebek suspected but didn't take leadership • Sebek had opportunity to terminate but didn't

### Riley v. Olk-Long 282 F.3d. 592 (C.A. 8 (lowa)) 2002)



Olk-Long didn't think that officer posed a threat

OCollective bargaining agreement was no defense to failure to protect inmate safety

# Austin v. Terhune 367 F. 3d. 1167 C.A.9 (Cal.), 2004

- Correctional officer exposed his genitalia to male prisoner.
- Prisoner tried to file a grievance but was prevented from doing so by other officers
- The exposing officer apologized later and told him not to complain
- Inmate refused and officer filed a false disciplinary on inmate

Austin v. Terhune 367 F. 3d. 1167 C.A.9 (Cal.), 2004 Inmate placed in segregation for six weeks and continued to file grievances Officials eventually investigated Officer suspended w/o pay for 30 days

 Court allowed inmate to proceed in law suit for the retaliation

### Ice v. Dixon 2005 WL 1593899 (July 6, 2005)



OInmate sexually assaulted during incarcerated at Mahoning County Jail

**OBi-Polar Manic Depressive** 

 Defendant Dixon promised to arrange Ice's release from County Jail if she performed oral sex and other sex acts on him

### Ice v. Dixon 2005 WL 1593899 (July 6, 2005)

On motion for summary judgment

OMahoning County immune in official capacity

 Defendant Wellington, Sheriff immune in official capacity and individual capacity

 Defendant Dixon, perpetrator immune in official capacity

O Dixon not immune in individual capacity and on claims of assaulter and battery against Ice

# Why This Result

- Specific Policy
- Training to staff
- W/in 48 hours of incident videotaped plaintiff in interview
- Took plaintiff to hospital for rape kit
- Called Ohio Bureau of Criminal Investigation
- Suspended Dixon
- Internal Affairs involved
- Sent to Mahoning County Prosecutor's Office

### Brown v. Scott, 329 F.Supp.2d 905 (E.D. Mich. 2004)

 Inmate sued unit manager for not changing his cell assignment upon request

 Told unit manager that cell mate was predatory homosexual rapist

O Had been warned by other inmate

O Unit manager says did he proposition you

O 3 days later forcibly raped

### Brown v. Scott 329 F.Supp.2d 905 (E.D. Mich. 2004)

#### Unit managers defense

No record of cellmate as homosexual predator
Inmate only referred to rumor
Didn't ask for protection
Would have moved if he had asked

#### Allowed suit to proceed

# Williams v. Caruso, 2005 WL 2261602 (W.D. Mich Sep. 17, 2005)

Inmate classified as homosexual predator sued about classification and lost O Had a major misconduct for sexual assault OFound involved **O**Shipped OConvicted for the assault OProcedural claim that at disciplinary he was not classified as homosexual predator and should not have been shipped and placed on current restrictions

State prevails, eveloped by the NIC/WCL Project under NIC

# Punishing Consensual Sex of Inmates

 State sodomy law constitutional as applied to sex in prison. Diminished expectation of privacy.

U.S. v. Brewer, 363 F.Supp. 606 (M.D. Pa. 1973);
People v. Frazier, 64 Cal.Rptr. 447 (Cal. Ct. App. 1967);
People v. Coulter, 288 N.W.2d 448 (Mich. Ct. App. 1980)

### Prison Regulations Prohibiting Consensual Sex ARE Constitutional

#### George v. Lane, 1987 U.S. Dist. Lexis 3659 (N.D. III 1987)

## Conclusions

 Corrections officials can and are held personally liable for staff sexual misconduct with offenders

 Corrections agencies and officials can be held liable for failure to train, supervise, investigate and discipline in their official capacity

#### Emerging Issues--Code of Silence Baron V. Hickey, 242 F.Supp.2d 66 (D.Mass. 2003)

 County Corrections officer harassed by co-workers after he reported misconduct

Reported co-workers playing cards with inmates

 Referred to as "rat"; people dropped cheese in front of him; tires slashed

Complained on 30 separate occasions

Claimed that he was forced to resign

#### Emerging Issues--Code of Silence Baron V. Hickey, 242 F.Supp.2d 66 (D.Mass. 2003)

 Jury awards Baron \$500,000 for severe harassment

Affirmed 402 F.3d 225 (1st Cir.(Mass.))

## **Emerging Issues: Cases Involving Sexual Minorities**

• Fields v. Smith, 2010 WL 1929819, E.D.Wis., May 13, 2010

O Recognizing gender identity disorder as a serious medical need for purposes of the 8th Amendment and finding unconstitutional Wisconsin law prohibiting the use of state funds for hormone therapy and gender reassignment surgery

#### • Farmer v. Hawk-Sawyer, 69 F.Supp.2d 120 D.D.C. 1999

 Upholding state law requiring documentation of hormone administration prior to incarceration before administering hormones to prisoners.

#### • R.G. v. Koller, 415 F.Supp. 11129 (D.Hawaii 2006)

O Granting preliminary injunction against State of Hawaii for violating the due process rights of LGBT youth by failing to protect them from verbal, physical and sexual assault by other youth and staff and excessive use of isolation.

### Emerging Issues: PREA and Civil Case Law

#### • Woodford v. Ngo, 548 U.S. 81, 117-124 2006

 Dissenting opinion by Stevens citing PREA and prison rape as rationale for not finding PLRA's procedural exhaustion requirements a bar to challenging unconstitutional conduct by states

 Clinton v. California Dept. of Corrections, 264 F.R.D. 635 E.D.Cal.,2010.

 Referencing PREA's data collection requirements in claims that agency falsified his rape complaint

 Jones v. Schofield, Slip Copy, 2009 WL 902154, M.D.Ga.,2009.
 Finding that PREA creates no private right of action

## Emerging Issues: PREA and Civil Case Law

- Giraldo v. California Department of Corrections and Rehabilitation, 168 Cal.App.4th 231 (2008)
  - Citing PREA in finding a special relationship exists between a jailer and prisoner that creates a duty of care
- Lowry v. Honeycutt, 2005 WL 1993460 D.Kan.,2005
   O Citing PREA and upholding Kansas policy requiring rape kit in instance of alleged rape over objection of inmate victim
- Hosea v. Sheffield (CIVIL ACTION NO. 9:06cv219 2007 U.S. Dist. LEXIS 3298)
  - Finding that PREA creates no cause of action for male Muslim inmate challenging strip search by female officer

 Mentally ill inmate sues former jailer and jail authority

MSJ denied in part and granted in part

Facts about Officer Steele
 OHired in 2001
 OPassed criminal background check
 ONothing to suggest that he posed a risk

Facts about Inmate Heckenlaible

 Pre-trial detainee
 Under influence of drugs and alcohol at time of arrest
 Epileptic
 Past history of self harm
 Infected with lice
 Placed in medical unit – for lice

#### Convergence

- OSteele supervised the medical unit where Heckenlaible was housed – ALONE
- OTwo spot checks during beginning of 12 hour shift

OInmates encouraged to shower by medical

- OSteele supervised Heckenlaible in the shower
- OHeckenlaible noticed him watching her while

She showered by the NIC/WCL Project under NIC CA #06S20GJJ1

#### Convergence

Steele did cell search later that night
Forced Heckenlaible to have oral sex with him
Heckenlaible cleaned herself off with a towel which she kept under the bed
Heckenlaible cried herself to sleep

Investigation and Prosecution

OHeckenlaible reports to Jail Authority supervisory staff the next day OThey place Steele on administrative leave OThey recover towel – determine that there is semen OSteele is fired for sex with inmate and refusal to cooperate in investigation

Investigation and Prosecution

Steele convicted of carnal knowledge of an inmate in 2004–a class 6 felony
 Still locked up at time of the writing of the opinion

Precautionary measures of agency

Policy prohibiting abuse of inmates
Policy prohibiting sex with inmates
Policy that prohibited search of female inmate by male staff unless accompanied by female staff, except in emergency

History of agency

ONo complaints against SteeleONo complaints of sexual abuse of inmates

Claims against Jail Authority and Steele

Assault and battery
Intentional infliction of emotional distress
Negligent hiring
Negligent retention
Negligence in having Steele be only one supervising women

Claims against Steele

O42 U.S. C. §1983
 O14<sup>th</sup> Amendment substantive due process right to bodily integrity

Court's ruling

OJail Authority could be liable under theory of respondeat superior for Steele's actions

Act is within the scope of the employment if

 (1) it was expressly or impliedly directed by the employer, or is naturally incident to the business, and
 (2) it was performed, although mistakenly or ill-advisedly, with the intent to further the employer's interest, or from some impulse or emotion that was the natural consequence of an attempt to do the employer's business, "and did not arise wholly from some external, independent, and personal motive on the part of the [employee] to do the act upon his own account."

Act is within the scope of the employment if

○ (2) it was performed, although mistakenly or illadvisedly, with the intent to further the employer's interest, or from some impulse or emotion that was the natural consequence of an attempt to do the employer's business, "and did not arise wholly from some external, independent, and personal motive on the part of the [employee] to do the act upon his own account."

 Distinguishes from cases where acts of employee were incidental to employment

In this case

O"employee's wrongful conduct is 'related to the nature of the employment'"

MSJ denied
 OIntentional infliction of emotional distress
 OAssault and battery
 ONegligence

MSJ graned
 Negligent hiring
 Negligent retention
 Developed by the NIC/WCL Project under NIC /// CL Project under NIC // CL Proje

### What Does This Mean

 You can do a lot of things right and still end up in court

 Must push ahead on those areas of vulnerability

 Cross Gender supervision is clearly an area of vulnerability

#### What Do You Do to Prevent Liability?

- Policy Clear policies concerning inappropriate conduct
- Training Cross Gender Supervision
- Don't punt on the hard stuff
- Investigations (protect from retaliation)
- Sanctions
- Remedies
- Youth and Staff Grievance system with integrity