David L. Ohler Department of Correction and Human Services 1539 Eleventh Avenue Helena, Montana 59601 3 P. Keith Keller 4 Keller, Reynolds, Drake, Johnson & Gillespie, P.C. 5 38 South Last Chance Gulch Helena, Montana 59601 6 406-442-0230 Attorneys for Defendants 7 IN THE UNITED STATES DISTRICT COURT 8 DISTRICT OF MONTANA, HELENA DIVISION 9 10 Cause No. CV 93-46-H-LBE IN THE MATTER OF LITIGATION 11 RELATING TO CONDITIONS OF CONFINEMENT AT MONTANA STATE PRISON 12 13 Cause No. CV 92-13-H-LBE TERRY LANGFORD, ET AL, 14 Plaintiffs, SETTLEMENT AGREEMENT 15 vs. 16 MARC RACICOT, ET AL., 17 Defendants. 18 19 20

THE TRANSACTION AND SETTLEMENT

1. History

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This action was filed concerning conditions at Montana State On about December 30, 1993, the Plaintiffs filed their Fifth Amended Complaint and on January 14, 1994, the action was certified as a class-action by the Court. References to the action or the Complaint refer to the Fifth Amended Complaint.

SETTLEMENT AGREEMENT 1.

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This agreement is entered to settle claims made by the Plaintiffs in the Fifth Amended Complaint as described in paragraph 4 below. The term "Plaintiffs" means all class members as

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certified by the Court in its Order of 14 January 1994.

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No Admission of Liability 3.

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negotiating for and entering into this settlement agreement, the Defendants do not admit or concede that any of the Plaintiffs' rights under the United States or Montana Constitutions or under any other law or regulations, are currently being or have been in the past violated at Montana State Prison (MSP).

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No Additional Relief

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Except as otherwise provided in this agreement, the Plaintiffs shall not seek additional relief as to any claims for injunctive and declaratory relief on all issues specifically agreed to by the parties in this agreement, except to recover reasonable and necessary attorneys' fees, expenses, and costs incurred, including those in negotiating or in future enforcement of the settlement It is understood that the Defendants may contest any and all such fee claims.

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Admissibility of Settlement Agreement

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This settlement agreement shall not be admissible in evidence in any proceeding or trial other than for the sole and limited purpose of enforcement of the agreement, and except for purposes of claim preclusion.

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6. Construction of Agreement

This agreement is a document which all parties have negotiated and drafted so the general rule of construction interpreting a document against the drafter shall not be applied in future interpretation of this settlement agreement.

7. Substantial Compliance

The Defendants shall be deemed to be in compliance with the terms of this agreement when they have substantially complied with it. Incidents of non-compliance do not necessarily prevent a finding of substantial compliance. The determination of substantial compliance into account the extent to which exceptions to substantial compliance are sporadic or isolated in nature, are unintentional, are the temporary result of actions by member of the Plaintiff class, and are addressed by corrective action.

provided that the Defendants make reasonable efforts to hire professional staff and to fulfill the obligations of this agreement, the inability to recruit professional staff shall not be grounds for the Plaintiffs to seek an order of contempt of court. The Plaintiffs, however, may seek a specific enforcement order or other relief from the court to obtain compliance. For purposes of this paragraph, professional positions are those of medical, dental and mental health providers.

8. Emergencies

It may be necessary to temporarily suspend any provision of this agreement in the event of an emergency. An emergency is an

3. SETTLEMENT AGREEMENT

event which makes the terms of this agreement impossible or extraordinarily difficult, and is caused by riot, fire, weather events, acts of God, warfare, strikes, labor disputes, or similar events, not caused intentionally by the Defendants, their agents, or employees.

Should the State Legislature take action making compliance with the terms of this agreement impossible it shall not be grounds for the Plaintiffs to seek an order of contempt of court. Plaintiffs, however, may seek a specific enforcement order or other relief from the court to obtain compliance.

Modification 9.

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The parties recognize that change of some conditions or 12 practices may reduce the necessity of change of other conditions or 13 practices. The parties recognize that the Defendants are entitled 14 to substantial deference in their decision on how to improve 15 16 conditions. Therefore, the parties agree that it appropriate that this agreement be modified from time to time. After six months of operation under this agreement, the Defendants may move to modify any portion of it. On a showing by Defendants that such proposed modification will still adequately protect the constitutional rights of the inmates the proposed amendment shall be approved; provided that the modification insures substantially the same level of rights and services as provided in this Other modifications may be requested by Defendants earlier but will be granted only on a showing of substantial

hardship and that granting of the modification will not jeopardize any of the constitutional rights of the inmates.

In addition, either party may seek modification of this agreement under any circumstance allowed in Rufo v. Inmates of Suffolk County, 502 U.S. ____, 112 S.Ct. 748, 116 L.Ed.2d 862, 867 (1992), and cases decided pursuant to its guidelines.

In addition, the Plaintiffs may seek modification on a showing that conditions at MSP have deteriorated substantially from the time when the complaint was filed.

10. Suspension of Discovery

From the date of approval of this agreement during the time period covered by it, Plaintiffs and their counsel will not proceed with litigation or discovery in either state or federal court on the subjects addressed by the complaint and by this agreement. Discovery in this action will be suspended. The suspension of discovery will not preclude the Plaintiffs' counsel from meeting with the Plaintiff inmates. Should the Defendants fail to comply with this agreement, the Plaintiffs may revive this action, including undertaking discovery, in accordance with the provisions of paragraphs II, 5, and III, Continuing Jurisdiction.

11. Periodic Reports

Not less than quarterly following the approval of this agreement, the Defendants will report to Plaintiffs' counsel the status of implementation of this agreement. It is the expectation of the parties that the Defendants will comply with this paragraph by providing copies of the monthly reports from the Bureau Wardens

Observed offer

5. SETTLEMENT AGREEMENT

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1 to the Division Administrator deleting personnel matters. It is
2 understood that such reports will be held confidential by
3 Plaintiffs counsel.
4 II. SUBSTANTIAL COMPLIANCE
5 1. Time for Compliance
6 Unless otherwise specification

Unless otherwise specifically provided, Defendants shall have one year from the Court's approval of this agreement to come into substantial compliance with its terms.

2. Selection of Impartial Experts

Defendants' substantial compliance with the terms of this agreement will be assessed by not more than two impartial experts. The impartial expert in general penal conditions will be selected jointly by Plaintiffs' and Defendants' experts.

The parties agree that Defendants' expert, Ronald Shansky, M.D., will be the impartial expert for judging substantial compliance with medical, dental, and mental health provisions.

The Defendants' expert will be:

General Conditions - Gary Deland.

The Plaintiffs' expert will be: General Conditions - Eugene Miller.

If the conditions experts cannot agree on an impartial conditions expert, and the parties cannot agree on an impartial conditions expert, they may request the Court appoint an impartial conditions expert.

3. Determining Compliance

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Approximately six months after the court's approval of this agreement, the Defendants shall arrange for the impartial experts to conduct on-site visits of MSP. On-site visits will be up to two days duration. All expenses and costs associated with the work of the impartial experts shall be paid by the Defendants. The cost of such on-site visit shall not exceed \$4,000.00. Each party may select a designee to accompany each impartial expert during the onsite visit. Each impartial expert may review all documents not otherwise privileged, speak with any Defendants or staff member at MSP, and may engage in private conversations with any class member. Each such expert shall abide by all Court Orders regarding confidentiality of prison files. Each such expert shall prepare a written report of his or her findings within 30 days of each onsite visit, and send a copy to Plaintiffs' counsel and Defendants' counsel. The report shall include a statement indicating whether or not the Defendants are making satisfactory progress in the opinion of the monitors toward substantial compliance.

Approximately twelve months from the date of the court's approval of this agreement, the Defendants shall arrange for a second set of on-site visits. These visits shall be conducted in accordance with the same terms as the initial visit. The report of each expert shall include a statement indicating whether or not the Defendants are in substantial compliance.

If after the initial site visit the impartial experts report that in their opinion the Defendants are not making satisfactory

progress toward substantial compliance, the Plaintiffs can seek appropriate relief from the court

4. Early Substantial Compliance

In the event Defendants' believe they are in substantial compliance before the expiration of the one (1) year following the Court's approval of this agreement, Defendants shall notify the impartial experts and Plaintiffs' counsel in writing and the impartial experts will conduct an on-site visit and report as noted in paragraph 3 above. Defendants may seek a finding of partial early substantial compliance as noted in paragraph 5 below.

5. Dismissal on Substantial Compliance

Should the impartial experts find the Defendants have achieved substantial compliance, the impartial experts shall make one (1) final on-site visit at the end of four (4) months following the impartial experts' finding of substantial compliance. The impartial experts' final on-site visit will be conducted according to paragraph 3 above.

If, after the final on-site visit, the impartial experts find the Defendants are still in substantial compliance, Defendants' counsel may submit the impartial experts' reports to the Court and request an early dismissal of the action.

If the impartial experts' reports the Defendants have not achieved substantial compliance, the provisions regarding continuing jurisdiction will become effective.

Either party may disagree with the impartial experts' reports and seek relief by appropriate motion from a report of or against

substantial compliance. The impartial experts' reports will be considered as evidence, but not be binding on the Court which will make the final determination of substantial compliance. The parties may undertake discovery before the matter is submitted to the court.

Should the impartial experts report substantial compliance in some areas but not others, Defendants may seek dismissal of portions of the action relating to those areas with which they substantially comply.

III. CONTINUING JURISDICTION

1. Term: Burden of Proof

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The Court shall retain jurisdiction over this action until a period of four (4) months after the first report of substantial compliance is reported for the purpose of enforcing the provisions of this agreement. In the event of any motion for an order to obtain relief based upon Defendants' alleged non-compliance, Plaintiffs must establish by a preponderance of the evidence that Defendants' failures or omissions to meet the terms of this agreement are not minimal or isolated, but are substantial and widespread.

2. Non-Compliance

Should the plaintiffs establish that the Defendants are not in substantial compliance, as set forth above, Plaintiffs may only seek the following relief from the Court:

a. An order requiring Defendants to file "Progress Reports" and continue the on-site visits by the impartial experts for the

9. SETTLEMENT AGREEMENT

sites or functions found to be out of compliance at such intervals as may be appropriate:

- b. An order extending the compliance period, but only for the sites or functions found to be out of compliance and by no more than one (1) year increments;
- c. An order extending its jurisdiction over this action, but by no more than four (4) months beyond the date that Defendants are in substantial compliance with this agreement; or
- d. An order seeking specific performance, or other relief, but not an order holding any Defendant in contempt or imposing a fine on any Defendant.

Defendants shall bear the costs of any additional on-site visits required by Defendants' non-compliance with this agreement.

IV. DISPUTE RESOLUTION

In the event a dispute arises as to whether Defendants have failed to substantially comply with the terms of this agreement, counsel for the parties shall proceed as follows:

- a. Counsel for the parties shall make a good faith effort to resolve any difference which may arise between them over matters of compliance. Prior to the initiation of any proceeding before the Court to enforce the provisions of this agreement, Plaintiffs' counsel shall notify Defendants' counsel in writing of any claim that Defendants are in violation of any provision of this agreement.
- b. Within twenty (20) business days of the receipt of this notice, counsel for Plaintiffs and Defendants shall meet in an

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attempt to arrive at an amicable resolution of the claim. If after twenty (20) business days following such meeting, the matter has not been resolved, Defendants' counsel shall be so informed by Plaintiffs' counsel, in writing, and Plaintiffs may then have due recourse to the Court

V. TERMS ADDRESSING SUBSTANTIVE ALLEGATIONS

The terms and conditions of this part of the agreement are couched in terms of future acts. The Defendants contend that they have implemented many of the terms contained in this part of the agreement, a contention with which the Plaintiffs do not necessarily agree. The use of prospective terms in this portion of the agreement is without prejudice to the Defendants' claims that the programs described have already been implemented.

SECTION 1 - MEDICAL

A. Medical Director - The Defendants agree to appoint a Medical Director who is responsible for making recommendations for the development of medical policies and procedures which, when adopted, will be largely in compliance with the National Commission on Correctional Health Care Guidelines as they currently exist except as otherwise provided in this agreement. These policies and procedures would include, but not be limited to, such issues as quality assurance, programs for chronic care, special-needs inmates, admission to and administration of the infirmary, and a peer review of the practitioners who are contracting with the State of Montana. The Medical Director shall be responsible for implementing the medical policies and procedures, as well as the duties

- B. Physicians Defendants shall ensure that, in addition to the Medical Director, one or more licensed physicians shall provide medical services as described in Exhibit B. Additionally, Defendants shall ensure two (2) physician assistants or the equivalent, each on a 40-hour week.
- C. Nurses Defendants shall provide adequate nursing staff to cover sick call, the chronic care program, patient follow-up, and to be responsive to any routine or emergent medical situation which may arise on a day-to-day basis. Defendants shall ensure 24-hour nursing coverage of the infirmary.
- D. <u>Mursing Protocols</u> Defendants shall establish and implement standing orders or protocols for the treatment of common conditions by nurses performing sick call. Such standing orders shall be reviewed and approved by the prison Medical Director.
- E. TB Screening Defendants shall conduct TB screening of inmates in conformance with Center for Disease Control Guidelines. Most notably, this shall include a skin-test (PPD) of each inmate upon entry (except any inmate providing documentation of already testing positive for TB), to be administered and read by appropriately trained personnel and recorded in the inmate's medical record. Any inmate with positive skin-test reactions, or with symptoms suggesting TB (e.g., cough, anorexia, weight loss, fever), should be provided a chest x-ray within 72 hours of the skin-test reading or identification of symptoms. Further, all

- F. Intake Screening Defendants shall conduct an intake screening of each incoming inmate within 24 hours of admission, excluding weekends and holidays. The screening shall entail conducting a preliminary history and physical, including the taking of vital signs. Initial assessments shall be performed by nursing staff, and for every inmate shall be followed with a comprehensive physical examination to be completed by a physician assistant and/or a physician. Such physical examination shall be completed within the first 14 days of an inmate's admission into the prison. At the discretion of MSP health officials, returnees within one (1) year of their last separation may be exempted from the PE requirements.
- G. Sick Call Defendants shall conduct a daily sick call, except weekends and holidays. The sick call clinics shall be conducted in the satellite (out-patient) infirmaries by an on-site nurse and/or physician's assistant. In conducting these clinics, health care staff shall utilize triage protocols and shall ensure all appropriate follow-up care is provided. Further, Defendants shall ensure all inmates are seen at sick call, by a nurse and/or physician's assistant, within 48 hours of their submission of a request for health care services.
- H. Sick Call/Maximum Security Defendants shall conduct daily sick call, except weekends and holidays, in the Maximum Security Unit, with assessments to be done by the nursing staff and

appropriate follow-up care to be provided on a day-to-day basis. The Defendants shall provide an examination area within the Maximum Security building that is properly equipped and lighted for physical examinations and assessments, excluding weekends and holidays.

- I. Patient Referrals Defendants shall schedule referrals to primary care physicians according to clinical priority, but patients needing to see a physician shall be seen in no more than five (5) days. Patient referrals to specialists outside the prison shall be made by physicians timely, subject to review by the facility's medical review panel in appropriate cases. Medical Review Panel decisions shall be made consistent with DOC's level of therapeutic care policy number 528 attached as Exhibit C.
- J. Over-the-Counter Medications Defendants shall revise the current over-the-counter medication policy and implement such revised policy so that any over-the-counter medication that is authorized by a licensed health care provider shall be provided by the Defendants for the period of time recommended by the health care provider, and in any other instance over-the-counter medications shall be available for purchase to the inmate population through the canteen. The policy shall set forth under what conditions or circumstances over-the-counter medication is considered medically indicated. It is the expectation of the parties that over-the-counter medications shall be provided for common ailments when medically appropriate.

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- L. <u>Medication Distribution</u> With respect to distribution of medication, Defendants shall comport with state law and the Administrative Rules of Montana Board of Nursing Guidelines.
- M. Chronic Care Patients Defendants shall develop and implement a program for the care of chronic care inmate/patients. The chronic care provided shall entail a clinic or examination for each chronic care patient at least once every four (4) months, and at greater intervals where medically indicated. Inmates who are considered to be chronic care patients shall include, but not be limited to, inmates who are: diabetic, asthmatic; HIV+, TB+, hypertensive, and epileptics.
- N. Eve Care The Defendants shall provide eyeglasses to those inmates who need them. Should an inmate break his eyeglasses through no fault of his own, the same shall be replaced at Defendants' expense. If an inmate's eyeglasses are broken through the inmate's fault, the Defendants shall replace the eyeglasses at the inmate's expense, provided that should an inmate be indigent, as defined in the indigency policy, the Defendants shall nevertheless replace the inmate's eyeglasses, billing the cost to his account. The Bureau Warden shall have the discretion to determine whether or not to replace an indigent inmate's eyeglasses more than one (1) time in one (1) year.

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The Defendants shall provide adequate dental care to its inmate population.

- A. Dentist Defendants shall retain or contract for dental staff who shall provide adequate dental services within 60 days of any routine or non-urgent request made regarding dental health care within the institution. If Defendants cannot provide such services within 60 days, Defendants shall add additional resources so as to reduce the inmate waiting period to within 60 days.
- B. Emergency Dental Care The Defendants shall ensure timely provision of emergency dental care to inmates.
- C. Elimination of Backlog Defendants shall contract with health care providers to eliminate the backlog of requests for dental health care. The backlog shall be eliminated within one (1) year of the date of the signing of this agreement. In the process of eliminating the backlog, the Defendants shall prioritize cases according to clinical priority. The Defendants shall re-evaluate the current level of staffing once every six (6) months to determine if additional dental staff is needed. Once the backlog has been eliminated, the Defendants shall initiate a program to provide dental hygiene services.

SECTION 3 - HENTAL HEALTH

The Plaintiffs' mental health expert, Jeffrey Metzner, M.D., and the Department of Corrections and Human Services psychiatrist, David Schaeffer, M.D., shall recommend a plan to the parties for provision of mental health care services to the inmate population

at MSP. MSP shall have a psychiatrist more than half time (more than 20 hours per week) to provide clinical and administrative leadership, as well as treatment. If the doctors cannot agree on recommendations, the matter shall be submitted to the parties under the dispute resolution provisions of this agreement.

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SECTION 4 - OVER-CROWDING PHYSICAL PLANT

- A. Out of Cell Time As used in this agreement the term "general population" or "general population inmates" means inmates of Montana State Prison who are housed inside the prison security perimeter fence and specifically excludes inmates in maximum security, reception, temporary lock-up, detention, disciplinary restriction, or patients in the infirmary. The Defendants agree to provide the opportunity for all inmates in general population to spend at least eight (8) hours out of cell time on a daily basis.
- B. <u>Preventive Maintenance</u> The Defendants agree to establish and maintain a preventive building maintenance program.
- C. Work Orders on Housing Units The Defendants agree to make work orders affecting the housing units and pertaining to a violation of public health codes and/or fire safety codes priority projects, and the Defendants will respond to them within 48 hours, weekends and holidays excepted.
- D. <u>Compliance With Building Codes</u> The Defendants agree to comply with State building, Public Health and Fire Codes.

SECTION 5 - CLASSIFICATION AND TREATMENT

A. Objective Classification - The Defendants agree to implement an Objective Classification System largely in compliance

- B. <u>Coordination with Parole Board</u> The Defendants agree to work with the Parole Board in coordinating the development of treatment plans for all Reception inmates, if admission occurs more than one year from the date of last separation.
- C. Annual Review of Treatment Plans The Defendants agree to conduct annual reviews of treatment plans for the inmate population.
- D. Priority for Treatment Programs The Defendants agree to give priority for access to treatment programs to inmates who are nearest to parole eligibility and to inmates who have parole conditioned on their completion of specific treatment programs. The Defendants will keep rosters of parole eligibility requirements and projected discharge dates to prioritize enrollment.
- E. <u>Disciplinary Handbook</u> The Defendants agree to develop, implement and make available for all prisoners a disciplinary handbook that describes offenses, penalties, and proceedings relative to the disciplinary process.
- F. Temporary Lockup in Maximum Security The Defendants agree that any temporary lock-up situation that would place an inmate in Maximum Security must receive prior approval from the Unit Manager and/or his designee (the next person in the chain of command) or higher authority prior to placement in the Maximum Security Building. The Defendants also agree that a due process

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hearing will occur within 72 hours (except weekends and holidays)
unless additional investigation is needed to complete the case.
The Defendants agree not to transfer any inmate to Maximum Security
based solely on information obtained from a single confidential
informant.

SECTION 6 - SECURITY

- A. <u>NIC Recommendations</u> The Defendants agree to implement those listed recommendations of the NIC Audit Team in Exhibit D.
- B. <u>Intercom</u> The Defendants agree to repair and maintain an all-unit intercom or similar system within the housing units inside the perimeter security fence at Montana State Prison.
- C. <u>Supervision and Training</u> The Defendants agree to provide appropriate supervision and security for the population of Montana State Prison consistent with the mission and quality management philosophy. Defendants shall insure provision of a staff training program for corrections officers both pre-service and in-service.

SECTION 7 - MAXIMUM SECURITY

- A. Use of Force and Follow-up The Defendants agree to maintain and adhere to Department of Corrections and Human Services use of force policy number 09-010 and MSP's Maximum Security policy.
- B. General Population Maximum Inmates who have moved satisfactorily through the stratification system within the Maximum Security Unit and have spent 60 days on Level IV with clean conduct are eligible for consideration as "Maximum Security-General

Population (GP Max). The determination whether an immate is classed as GP Max is in the discretion of the Maximum Security Unit 2 Management Team. Inmates classified as GP Max will be allowed at 3 least 26 hours out-of-cell per week, including one meal per day 4 outside the cell, and 1 1/2 hours of recreation time every other 5 б It is the expectation of the parties that some inmates in this classification may be able to be outside the Maximum Security 7 building but within the Maximum Security compound to perform work 8 9 or recreation. 10

- C. <u>Programs in Maximum</u> The Defendants agree to preserve the current stratification program and offer inmates in the Maximum Security Unit cell study and Anger Management.
- D. Mental Health in Maximum The Defendants agree to conduct mental health rounds on a weekly basis in the Maximum Security Unit.

SECTION 8 - GOOD TIME

A. Revision of Good Time Statutes - The Administrator of the Corrections Division and Director of the Department of Corrections and Human Services agree to recommend to the Governor legislation in 1995 establishing a day-for-day good time allowance. In the event such legislation fails, the Defendants will work jointly with Plaintiffs to issue a memorandum to the population describing the good-time policy and explaining the nuances relative to this policy and to develop a simplified format for calculating good-time. If the parties are unable to agree on the memo or the format this

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issue shall be severed and dismissed without prejudice to its refiling. ;; 2 3 В. Request for Additional Administrative Staff Defendants agree to make a request for additional administrative 4 staff to perform the work required of the Records Department. 5 6 SECTION 9 - ADA COMPLIANCE 7 Defendants shall ensure that inmates with disabilities are not excluded from participation in, or denied the benefits of housing, 8 services, facilities and programs because of their disabilities. 9 The Defendants shall develop and implement plans to integrate 10 the disabled inmates into the mainstream of the institution. 11 12 13 STATE OF MONTANA David L. Ohler DEPARTMENT OF CORRECTIONS Department of Corrections AND HUMAN SERVICES 14 1539 11th Avenue Heleng, Montana 59601 and Human Services 1539 11th Avenue Helens, 15 Helena, Montana 59601 16 Its Director David L. Ohler For the Defendants 17 Attorney for Defendants 18 DATED: 10/30 19 TERRY LANGFORD, ET AL. Keller, Reynolds. Drake, 20 Johnson & Gillespie, P.C. BY: 701 38 South Last Chance Gulch Mark J. Lopes/ 21 Helena, Montana 59601 National Prison Project ACLU 22 1875 Connecticut Avenue, NW BY: Washington, DC 20009 P. Keits Keller 23 For the Plaintiffs Attorneys for Defendants DATED: /0/2/194 24 25 26

Cannon & Sheehy P. O. Box 5717 Helena, Montana 59604-5717 DATED: Attorney at Law P. O. Box 899 Kalispell, Montana 59903-0899 DATED:

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EXHIBIT A.

Duties of Medical Director as defined in contract of August 4,

To develop quality assurance plans which may include, but are not limited to, medical audit and medical chart review procedures, develop written medical protocols which may include, but are not limited to, medical specialty referral procedures, nursing and midlevel provider duties, and provide effective medical oversight and medical administration which will result in improving the quality and effectiveness of the delivery of health care at the Montana State Prison Infirmary through the Montana State Prison HMO. The Director shall also serve as liaison between any contract, infirmary management and the Department of Corrections & Human Services in matters concerning medical administration issues. The Medical Director shall also serve as preceptor for any physician assistants employed by the Department at Montana State Prison Infirmary.

EXHIBIT -3-

Responsibilities of Physicians as defined in contract of July 29, 1994.

To provide medically adequate primary health care services to the patients, including:

- (a) completion of appointments as scheduled;
- (b) on-call services shall be provided as part of 24-hour health care;
- (c) if an inmate's custody status precludes his attendance at the Infirmary, physician shall provide services at the inmate's unit and/or at a satellite infirmary;
- (d) the Primary Care Physician shall be responsible for coordinating, directing and managing the inmate's total health care needs, including referral for nonprimary care services. The physician shall be expected to treat inmate patients and Infirmary staff with professionalism and respect. PCP services include, but will not necessarily be limited to:
 - examining and treating inmate patients on sick call at the MSP Infirmary;
 - 2) ordering prescription medication through the Department's pharmacy contractor, HPI;
 - prescribing diet, and other ancillary services as may be appropriate;
 - 4) ordering laboratory tests and analyses, and x-ray services as may be appropriate;
 - 5) performing minor surgery, administering local anesthetics;
 - ordering inpatient and/or outpatient hospital care and services and in such circumstances assure continuity of care by following patient through their inpatient and/or outpatient status at PCMH and on patient's return to Infirmary;
 - 7) consulting with the contractor's Medical Director concerning cases which in the opinion of the PCP, may require referral to a medical specialist and a hospital setting other than PCMH;

- 8) preparing a referral form for cases which require services by a nonprimary care specialist physician or other licensed health care professional;
- 9) giving direction and instruction to infirmary nursing personnel;
- 10) providing chronic care monitoring for those inmates who in the PCP's opinion require regular monitoring for e.g., diabetes, asthma, hypertension, the frequency of which will be determined by patient health status and the opinion/recommendation of the PCP;
- 11) completing patient encounter documentation which is sufficient to meet HCFA 1500 requirements; encounter data shall be transmitted by the contractor to the Department's agent, SCBSM, using the HCFA 1500 electronic claim format;
- 12) maintaining clinical records of all patient contacts according to medical record standards and requirements.
- (e) All PCP's will participate in a preservice training program provided by the Department to ensure they are familiar with operational protocol of Montana State Prison.
- (f) All PCP's agree to serve as alternate preceptors to the Department's P.A.'s.

Department of Corrections and Human Services Policies and Procedures for Corrections Division	Palicy Subject:			
	LEVEL OF THERAPEUTI	C CARE		
Signature of Responsible Person	Griginal Policy Yes (X) No ()	Effective Oate	Page 1	Patiev No
Date . •	Revision Date		of 4 Pages	528

POLICY:

The policy of the Montana Corrections Division is to provide those health care services that preserve and maintain the status of inmates during incarceration. The level of health care service provided by the Corrections Division will be conswith the standard for such services in the community. This means that health care procedures will be conducted in a clin appropriate manner and setting by qualified personnel.

PROCEDURE:

A. Levels of Care

- . Medical care and treatment is prioritized into levels with authorizations for each level specified:
 - a. Medically Mandatory: Lavel 1; routinely provided to all inmates by the Corrections Division. Authorized any health services starf and in an emergency situation, by any authorized staff of the facility.
 - b. Presently Medically Necessary: Level 2; may be provided to Montana Corrections Division inmates su to periodic utilization review and authorization by a Corrections Division prescribing practitioner.
 - c. <u>Medically Acceptable but not Medically Necessary: Level 3</u>; provision of services to inmates will be det on a case by case basis.
 - Acute/On-site Authorized by attending practitioner and/or Chief Medical Officer.
 - Chronic/Off-site Authorized by Medical Review Panel.
 - d. Of Limited Medical Valuer Lavel 4: generally will not be provided to inmates by the Corrections Civi
- 2. Recommended elective medical or surgical procedures or therapies must be reviewed by the Medical Review P if a delay in treatment would cause irreparable harm, excessive risk or be in clear violation of sound me principles, the review may be conducted after treatment has been initiated.
- 3. The levels of care are general categories of diagnosis, therapies and procedures. In some cases, additional factories need to be considered in deciding whether or not the Corrections Division will provide a given procedure therapy.
- 4. Access of an inmate to adequate diagnosis and review by appropriate medical personnel is essential and is abridged by this policy.
- 5. The final authority in all review appeals will be the Director of the Department of Corrections and Human Sen or his designeels) in consultation with appropriate medical personnel.

3. Cefinition of Levels of Care and Treatment and Authorization to Proceed.

1. Medically Mandatory: Lavel 1

- a) Definitions: Care that is essential to life and health, without which rapid deterioration may be an expect outcome and where medical surgical intervention makes a very significant difference and/or has a very cost effectiveness. Examples include but are not limited to:
 - 1) Acute problems, potentially fatal, where treatment prevents death and allows full recovery, appendectomy for appendicitis, arterial and venous lacarations, myocarditis, myocardial infarct etc.
 - 2) Acute problems, potentially fatal, where treatment prevents death but does not necessarily at for full recovery, including burn treatment, treatment for severe head injuries, myocardial infarct
 - 3) Maternity care, including monitoring, delivery, hypertension of pregnancy, etc.
- b) Authorization: Any health service staff and in an emergency situation by any authorized staff of facility.
- Medically mandatory care is frequently urgent or emergency care and as such is best initiated by med personnel at the time of intervention and is routinely authorized, provided and paid for by the Correction.

2. Presently Medically Necessary: Level 2

- a) Definition: Care without which the inmate could not be maintained without significant risk of fur serious deterioration of the condition, significant reduction of the chance of possible repair after releas without significant pain or discomfort. Examples include:
 - 1) Chronic, usually fatal conditions where treatment improves life span and quality of life. Include medical management of insulin dependent diabetes mellitus, surgical treatment for treatable care of the uterus, medical management of asthma, hypertension.
 - 2) Comfort care such as pain management and hospice type care for the end stage of diseases s as cancer and AIDS.
 - 3) Essential preventive care for adults, including mammagrams, pag smears, tuberculosis screen
 - 4) Acute non-fatal conditions where treatment may prompt a return to previous state of heal including medical treatment of various infectious disorders.
 - 5) Acute no -fatal conditions where treatment allows the best approximation of return to previous including relocation of dislocated elbow, repair of corneal laceration.
- b) Authorizations Any Corrections Division prescribing practitioner. Subject to periodic review and limita by the Medical Review Panel.
- c) Level 2: Presently Medically Necessary care, when not of an emergency nature, should undergo periodulization review for appropriateness but in general will be routinely provided and paid for by Corrections Division.

3. Medically Acceptable but not Medically Necessary: Level 3

a) Definitions Care for non-fatal conditions where treatment may improve the quality of life for the patie including but not limited to routine non-incarcerated hernial repair, treatment of non-cancerous skin lessons.

b) Authorization:

- 1). Medical and surgical procedures and therapies which can be appropriately completed on prein a routine clinic and are within the skills of the attending physician may be offered discretion of the attending practitioner and/or Chief Medical Officer.
- Off-site procedures and therapies for chronic diseases if deemed appropriate for treatment to Chief Medical Officer or attending practitioner, may be referred to the Medical Review Participal Consideration prior to authorization.

c) Clinical Review:

- Medical Review Referral Form, must be completed by the assigned medical authority or deand submitted to the Medical Review Panel for clinical review. Factors that will be considered deciding if a clinical service should be provided include:
 - The urgency of the procedure and the length of the inmate's remaining sentenced stallength of time for rehabilitation and follow-up necessary for projected recovery.
 - ii. Whether the surgery/procedure could be or could not be reasonable delayed without ca a significant progression, complication, or deterioration of the condition and would otherwise be in clear violation of sound medical principles.
 - iii. The necessity of the procedure/therapy:
 - Any relevant functional disability and the degree of functional improvement gained.
 - b. Medical necessity the overall morbidity and mortality of the condition untreated.
 - iv. Pre-existing conditions, whether the condition existed prior to the inmate's incarcaratio what kind of treatment was previously obtained or where treatment was not obtained the reasons for not obtaining treatment. The inmates unwillingness to release information shall operate as a waiver of the requested surgeries.
 - v. The probability the procedure/therapy will have a successful outcome given relevant
 - vi. Alternative therapy/procedures which may be appropriate.
 - Fatient's desire for the procedure and the likelihood of the patient's cooperation is treatment efforts.
 - vil. Risk/Benefits if known.
 - iz. Cost/Senefics if known.

4. Limited Medical Value: Level 4

Definition: Care that is appropriate to cartain individuals but significantly less likely to be cost effer or to produce substantial long term gain. This includes treatment of minor conditions where treatment gives little improvement in quality of life, offers minimal palling symptoms, or is primarily for the convenience of the individual. Examples include but are not limite

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Tatog removal, minor nasal reconstruction, oral aphthous ulcars, elective circumcision, comcold, surgery for gynecomastia.

	9)	Will no health	it be authorized by the Co of an inmate.	orrections Oivision as lack of this leve	el of care does not apply to the b
5.	Exc	eptions			
	a)	There	will have executed		
	•,	approp	riste to apply the levels of	the level of care of a certain disord of care to an individual patient.	er will be unclear or when it is
	b)	Any indidenial of	lividual case or proposed of coverage by submitting	therapy can be reviewed for appropri g a "Medical Review Referral Form" (ateness, second opinion, approvio
3.	inma	ite or Third	Party Liability		and.
	a)	Insuran resourc medical	cs or other third party ress. (Inmare condition occurred prior	esources including workers compens to personal liability may be imposed to incarceration (level 3).)	sation benefits will be utilized as when it is determined that injury
7. When an inmate wants to choose a physician and arrange to pay the presources:				nysician through insurance or c	
	a)	Refer to	the Medical Review Pan	r ei	
	b)	Medical of physi	Review Panel reviews the cian to whom the inmate	e source of payment, and reasons and has been referred and determines i	other physician is sought, creder f referral is appropriate.
	c)	addition.	inmate must pre-pay co	iew Panel, charges must be prepaid of status of patient and assurance the state of transportation to physician's rity, including staff time.	
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EXHIBIT .D.

In section XII of its report, Riot at Max, the NIC Administrative Inquiry Team made certain recommendations. The Defendants have implemented some of those recommendations as follows:

A. RIOT-RELATED

1. That PC inmates be moved out of the Max unit permanently.

Response: Done. There is no PC classification.

2. That restrictions imposed on the general population after the riot be re-examined for necessity and purpose.

Response: Done.

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3. That the State Attorney General's office, or the Federal Department of Justice, be requested to investigate possible staff violations of inmates Civil Rights.

Response: Jone.

B. ORGANIZATIONAL CONSIDERATIONS

1. That the Mission and Goals of the Institution be carefully considered, articulated, and thoroughly disseminated.

Response: Done.

2. That the organizational structure and chain of command issues be clarified and thoroughly disseminated.

Response: Done.

3. That a comprehensive plan to increase staff professionalism be developed.

Response: Done by implementation of unit management.

4. That MSP consider a unit management system for running the institution.

Response: Done.

C. OPERATIONS

1. That technical assistance be arranged for an analysis to determine whether the inmate population is generally over-

Response: An objective classification system was adopted and is being implemented.

2. That managers and supervisors be involved in reviewing and rewriting policies, procedures, and post orders.

Response: Done.

3. That the inmate Grievance System be redesigned with appropriate checks, balances, controls, and safeguards. Hold staff accountable to administer the new system with scrupulous fairness and consistency.

Response: Done.

4. That the Inmate Disciplinary System be rewritten so that offenses are objectively defined. Serious and minor offenses should constitute different offense categories. Review several other state disciplinary systems as models. Develop a plan to eliminate inmate back-log awaiting space for a lock-up.

Response: Done. Policy is being rewritten.

5. That staff be disciplined for taunting, swearing, demeaning or otherwise engaging in clearly unprofessional conduct with inmates.

Response: Done.

6. That a thoughtful, complete Use-of-Force Policy be developed. Train all staff, security and civilian, in its meaning and application. Develop a review procedure for use of force incidents.

Response: Done.

D. EMERGENCY PREPAREDNESS

1. That MSP develop simple, basic emergency plans as quickly as possible to be used on an interim basis until comprehensive emergency preparedness can be completed.

Response: Done.

E. SECURITY :.

1. That the institution engage a security expert to conduct a full-scale security audit.

Response: Done.

2. That some person or method for coordinating intelligence across shifts and across living units be developed.

Response: Done.

3. That a policy be developed that requires video taping of any critical incident or use-of-force situation in which time allows video tape equipment to be brought into position. Make the use of the video tape a supervisory responsibility.

Response: Done.

4. That recreation be actively and regularly supervised for Max inmates.

Response: Done.

5. That technical assistance be arranged for an analysis of post positions and staffing needs.

Response: Done.

6. That a psychological autopsy of any inmate suicide be mandated.

Response: Done.

7. That an appropriate analysis of every serious security threat or violent incident be prepared, even if it is a criminal act for which the AG has primary investigative responsibility.

Response: Done. The use-of-force policy requires review of any use of force.

F. INMATE PROGRAMS/SERVICES

1. That the amount of individual counseling time available to inmates within the living units be increased.

Response: Being improved as unit management is implemented.

2. That more inmate pay jobs for maintenance and clean-up be organized, both inside and outside the living units.

Response: Done.

3. That a medium-ranged strategy to increase inmate programming opportunities and decrease idleness be developed.

Response: This is being done.

4. That a thorough audit of MSP medical services be conducted using outside medical experts.

Response: Done.

5. That the food service operation be reviewed with particular attention to sanitation, the food preparation area, presentation and temperature standards.

Response: Done.

6. That increased mental health programming be provided; develop medium-range plans for housing and services for special needs offenders, e.g., geriatric inmates, physically disabled inmates, etc.

Response: This is being done through the addition of additional psychiatric services.

7. That MSP plan to provide programming for Max inmates.

Response: A limited amount of programming is done for Max inmates and through stratification.

8. That the institution provide inside recreation space within Max (perhaps on the various blocks) and provide some recreation equipment or games that can be used for outside recreation.

Response: A limited amount of recreation space and equipment is available.

G. TRAINING

1. That some minimum amount of corrections-specific supervisory training and management be established as mandatory for those two groups of staff.

Response: A training program curriculum is being developed.

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Attorneys for Plaintiffs

IN THE UNITED STATES DISTRICT COURT
FOR THE DISTRICT OF MONTANA
HELENA DIVISION

IN THE MATTER OF LITIGATION RELATING) TO CONDITIONS OF CONFINEMENT AT) MONTANA STATE PRISON,)	CAUSE NO. CV 93-46-H-LBE
THIS DOCUMENT RELATES:	JOINT STIPULATION REGARDING MEDICAL CARE
LANGFORD, et al. v. GOV. RACICOT,) et al.)	CAUSE NO. CV 92-13-H-LBE

I. <u>HISTORY</u>

This action was filed concerning conditions at Montana State Prison (MSP). On December 30, 1993, the Plaintiffs filed their Fifth Amended Complaint and on January 14, 1994, the action was certified as a class-action by the Court. Following several months of negotiations, the parties through their counsel entered into a Settlement Agreement ("Agreement") resolving most of the Plaintiffs' claims. The Court approved and entered the Agreement Page 1

under Rule 23(e) of the Federal Rules of Civil Procedure on November 29, 1994.

Pursuant to the Agreement, Ronald Shansky, M.D., was appointed the impartial expert to assess the Defendants' compliance with the Agreement's medical, dental and mental health care provisions. Dr. Shansky, accompanied by mental health expert Dr. Mary West, conducted on-site tours of Montana State Prison on July 24-25, 1995 and April 15-16, 1996. Dr. Shansky issued reports of his findings following each tour. Dr. Shansky's second report held that the Defendants had not substantially complied with a number of the provisions of the Agreement. The parties thereafter entered into negotiations and jointly stipulate to the following:

II. EXTENSION OF THE MONITORING PERIOD

- 1. Dr. Ronald Shansky and Dr. Michael Puisis shall serve as the impartial experts to assess Defendants' compliance with the terms of Sections 1 (Medical Care) and 2 (Dental Care) of the Settlement Agreement. Dr. Jeffrey Metzner and Dr. Mary West shall serve as the impartial experts to assess Defendants' compliance with Section 3 (Mental Health Care) of the Agreement. Defendants will pay the fees and expenses of Drs. Shansky and West, but shall not be responsible for the fees and expenses of Drs. Puisis and Metzner.
- 2. The impartial experts shall conduct an initial on-site tour at Montana State Prison no later than November 30, 1996. The tour shall be conducted in accordance with the terms and conditions set forth in the Agreement. The impartial experts shall submit to

Plaintiffs' and Defendants' counsel a written report of their findings within 30 days of their visit.

3. If the impartial experts conclude in their report that the Defendants have not achieved substantial compliance, they shall conduct a second tour no later than May 30, 1997. This tour shall be conducted in accordance with the same terms as the initial visit. The report issued following this tour shall include a statement indicating whether or not Defendants are in substantial compliance with each of the referenced provisions of the Agreement.

III. <u>DISMISSAL ON SUBSTANTIAL COMPLIANCE</u>

1. Should the impartial experts conclude in either their first or second reports that Defendants have achieved substantial compliance with the referenced provisions of the Agreement, they shall make an on-site visit to MSP four months thereafter. This tour shall be conducted in accordance with the same terms as the initial visit. If the impartial experts conclude that Defendants remain in substantial compliance following this visit, Defendants' counsel may submit the reports to the Court and request a dismissal of those provisions where they have been found to remain in substantial compliance.

Should the impartial experts report substantial compliance in some areas but not others, the Defendants may seek dismissal of portions of the action relating to those areas with which they substantially comply.

IV. CONTINUING JURISDICTION

The Court shall retain jurisdiction over this action for the

purpose of enforcing the provisions of the Agreement until such time as the Court orders a dismissal with prejudice pursuant to Section III above. This stipulation shall have no effect on the parties' existing rights and obligations under the Agreement except as expressly set forth herein.

State of Montana
Department of Corrections
and Human Services
1539 11th Avenue
Helena, Montana 59601

Bv:

Director

For the Defendants

Dated: 8/36/96

David L. Ohler
Department of Corrections
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1539 11th Avenue
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Bv:

David L. Ohler

Attorney for Defendants

Dated: $\frac{8/2c/96}{}$

Terry Langford, et. al.

Bv:

Eric G. Balaban

National Prison Project - ACLU 1875 Connecticut Avenue, N.W, #410 Washington, D.C. 20009

For the Plaintiffs

Dated: 9/9/96

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Keith Keller

Attorney for Defendants

Dated:

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Kalispell, Montana 59903-0918

D...

Scott Wurster

Attorney for Plaintiffs

MENTAL HEALTH LANGUAGE

- Mental Health Screening/Evaluation. Develop and implement mental health screening, intake evaluation, and comprehensive mental health evaluation procedures to ensure proper identification of inmates with mental illness.
- Continuity of Care. Provide inmates access to a full continuum of mental health care ranging from outpatient transition services to inpatient hospitalization or infirmarybased crisis intervention.
- c. Policies and Procedures. Develop and implement a comprehensive set of written policies and procedures for the delivery of mental health care services at MSP. The policies shall generally conform with NCCHC guidelines and shall address areas to include, but not be limited to, the organizational structure of mental health services staffing, intake screening and evaluation upon admission, housing, comprehensive mental health evaluations, referrals for further assessments following comprehensive evaluations, treatment and programming, medication administration, use of restraints, use of seclusion or observation cells, forced medication, suicide prevention, continuity of care, quality assurance, and transfers to hospitals. Defendants shall ensure that the policies and procedures for mental health are coordinated and consistent with the prison's set of policies and procedures for medical care.
- Organizational Structure. Ensure psychiatric and psychological services are structured under a mental health services department with a single director.
- e. Minimal Staffing. Provide the following minimum levels of staffing:
 - 1 FTE licensed Psychiatrist (allowing 1/2 day a week coverage of the women's prison)

1 - FTE Ph.D. Psychologist

- 4 FTE Psychology Specialists (Master's Degree level)
- 2 1/4 time Master's level interns
- 1 sex offender program consultant (L.C.P.C.)

1 - Special Duty Aide

Defendants shall make a good faith effort to hire 1 FTE Activities Therapist.

f. Mental Health/Special Needs Unit. Provide at MSP an intermediate care mental health unit of at least 24 beds. This unit shall serve inmates with serious mental illness who do not require acute care placement, but who require more than is offered by outpatient services. The out-of-cell time afforded inmates housed in this unit shall at least be equivalent to that afforded general population inmates (of the same classification), and shall consist of at least 4 hours a day of structured

activities during the week. Defendants shall assign a clinician who shall be responsible as Director of this unit.

- g. Segregation Inmates. Generally not confine inmates with serious mental illness in prison segregation housing, or under maximum security conditions that are identical or similar. Any decision to place inmates with serious mental illness in such housing shall be supported by clinical justification, appropriately documented, and shall require appropriate monitoring of the mentally ill inmate by clinical staff at least weekly. Weekly rounds of the segregation and maximum security housing units shall be conducted by a mental health clinician. At least once a month, Dr. Schaeffer, the Director of mental health services, shall accompany the mental health clinician on rounds of the segregation housing unit.
- h. <u>Suicide Prevention</u>. Establish a suicide prevention program, consistent with NCCHC guidelines, to ensure the proper identification, housing, and monitoring of suicidal inmates. This program shall include provision of an appropriate inmate observation cell in the infirmary and sufficient non-inmate staff to ensure adequate monitoring and observation of suicidal inmates.
- i. <u>Inmate Workers</u>. In accordance with NCCHC guidelines, no inmate workers shall be involved in the care and treatment of the mentally ill. Inmates specifically shall not engage in: (i) filing of inmate mental health records and/or parole board related documents; (ii) scoring of inmate tests, e.g., the MMPI; and (iii) scheduling of inmate appointments for mental health related services.
- j. Needs Assessment/Tracking System. Develop a basic management informations system for mental health care services that shall contain, at a minimum, the following: (i) the name of all inmates receiving mental health treatment, (ii) the housing unit of the inmate, (iii) the mental health diagnosis of the inmate, (iv) the level of care required (i.e., intermediate mental health care treatment, inpatient treatment, outpatient treatment). Defendants shall make a good faith effort to computerize such management information system.