

# Inmate Medical Services at the Jail and HOC

**August 2018**

**Improved staffing levels from Armor,  
assignment of a Contract Manager with Clinical Expertise  
along with Contract Revisions  
would improve Inmate Medical Services**

Under the direction of the Milwaukee County Comptroller in response to a request from the Chairman of the Milwaukee County Board of Supervisors, Audit Services Division conducted an audit of Milwaukee County's contract with an outside vendor, Armor Correctional Health Services, Inc. to assess compliance with contract provisions related to the quality of inmate health services. The audit is primarily focused on compliance with the 2017 Armor contract with Milwaukee County.

# Background

- The facilities have a total rated bed capacity of 2,702 (Jail - 936 and HOC - 1,766) and are required to provide medical services to any inmate housed at either facility.
- Since 2001 Milwaukee County has provided medical services at the facilities under a Consent Decree due to a lawsuit originally filed in 1996 and includes a Court Appointed Medical Monitor.
- In 2013, Armor Correctional Services, Inc. was hired to provide medical services by order of the Milwaukee County Circuit Court under the direction of the HOC for both facilities.
- It should be noted that the HOC is tasked with monitoring a contract that provides services at two facilities, one of which is not under their control and to which HOC staff only have access at the discretion of the Sheriff.

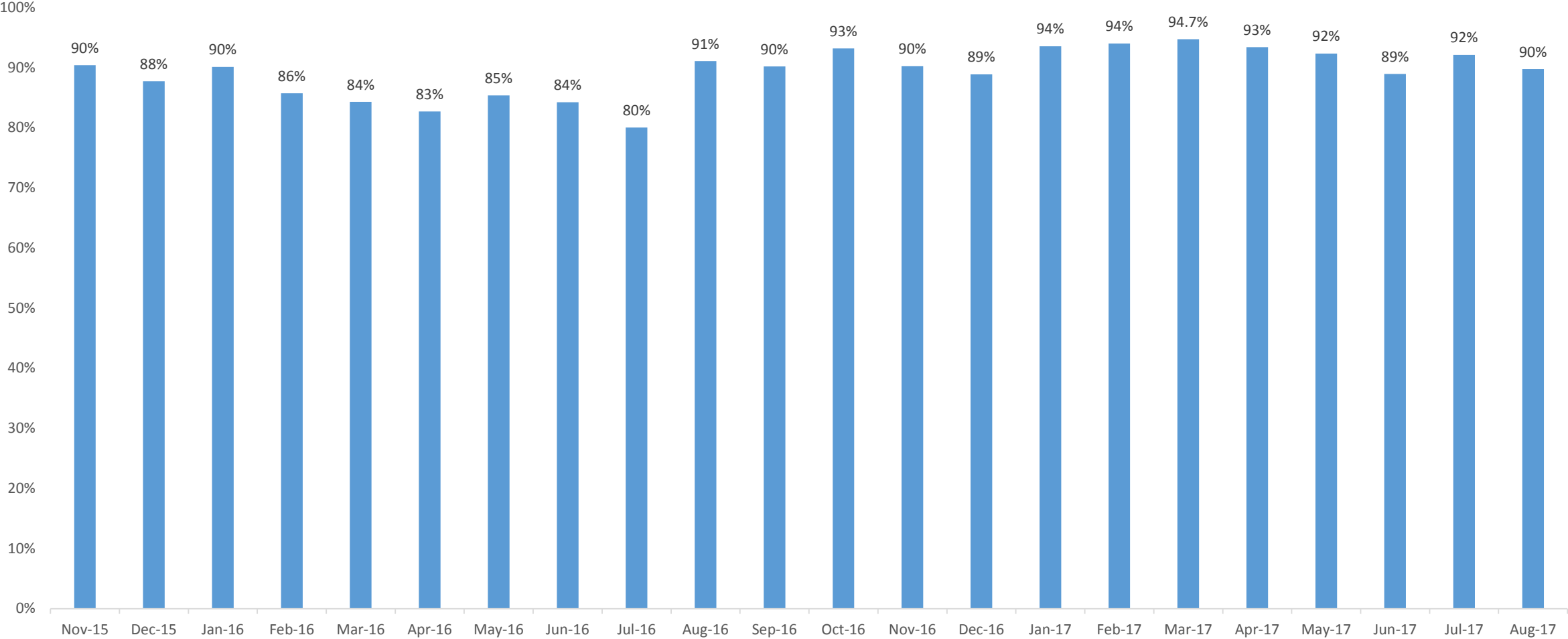
In 2017, Milwaukee County spent \$80.9 million to operate the two facilities. Of that, \$16.0 million was for the contract with Armor.

<b>2017 Actual Expenses for Jail &amp; HOC (includes transportation)</b>		
<b>Cost Area</b>	<b>Amount</b>	<b>Percentage</b>
<b>Staffing</b>	\$46,039,339	56.9%
<b>Medical Contract With Armor</b>	\$15,967,021	19.7%
<b>Internal service charges such as Risk, IT and Fleet</b>	\$6,150,476	7.6%
<b>Laundry, Printshop, Law Enforcement Supplies and other costs</b>	\$4,116,016	5.1%
<b>Facility Costs – HOC<sup>1</sup></b>	\$3,166,299	4.0%
<b>Food Services</b>	\$3,020,303	3.7%
<b>Transportation</b>	\$2,409,738	3.0%
<b>Total Costs</b>	<b>\$80,869,192</b>	<b>100.0%</b>

<sup>1</sup> The Jail is a part of the Courthouse Complex whose facility costs are budgeted centrally in the Facilities Management budget.

# What we found.....

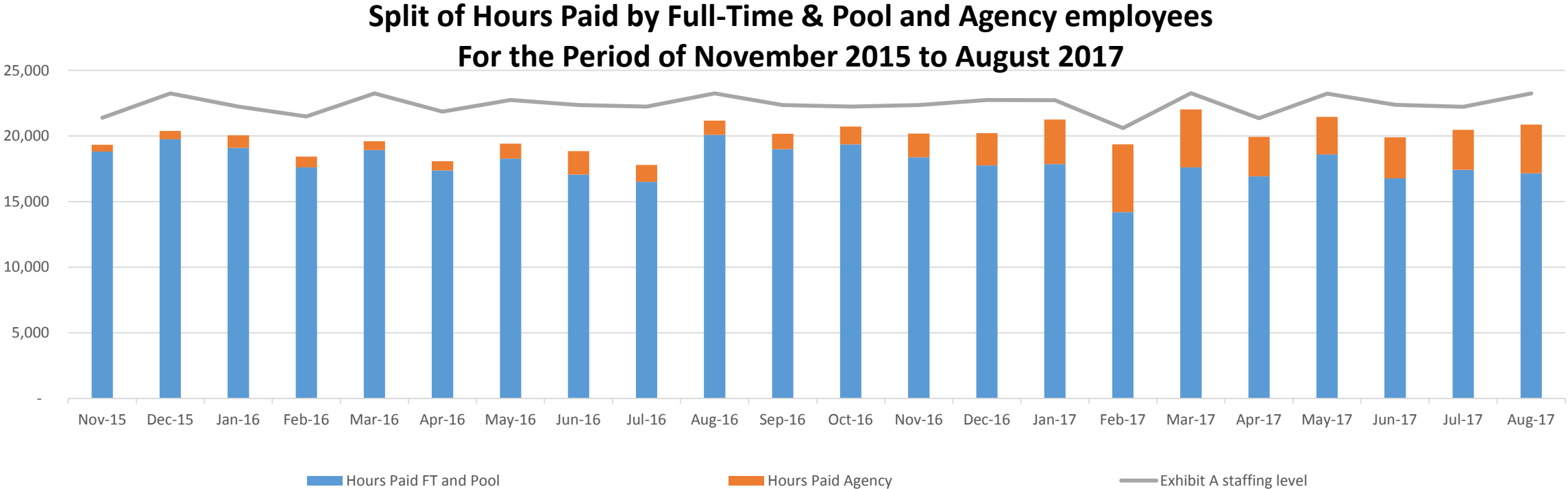
**Armor showed some improvement in staffing levels during the 22 month review period, however, Armor never achieved the minimum 95% threshold for full payment and Milwaukee County withheld payments of \$1.6 million to reflect the unpaid wages.**



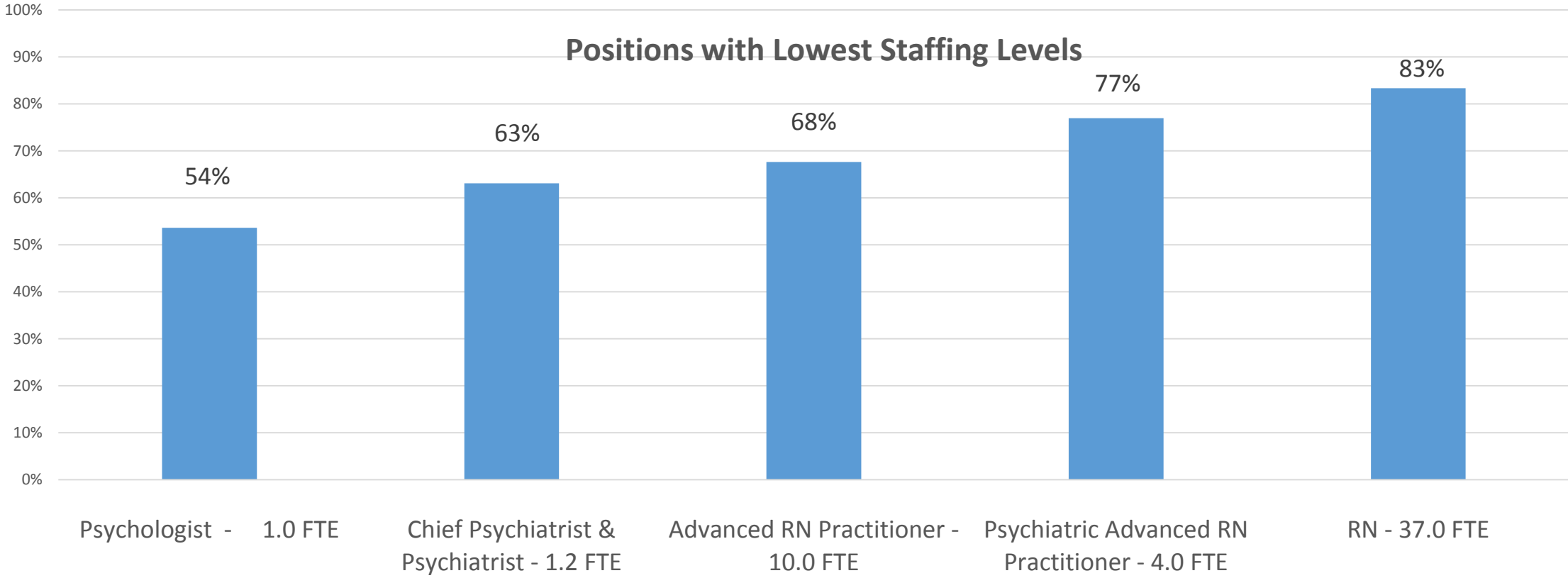
**Armor Total Staffing Levels  
for the Months of November 2015 through August 2017**

**Armor increased its reliance on Agency hours during the 22 month review period while full time Armor and pool staff hours decreased.**

<b>Change in Percentage of Hours worked by Agency staff For the Period November 2015 to August 2017</b>				
<b>Month</b>	<b>Total Hours Worked</b>	<b>Full Time &amp; Per Diem Hours</b>	<b>Agency Hours</b>	<b>Agency Hours % of Total Hours Worked</b>
<b>November 2015</b>	19,342	18,824	518	2.7%
<b>August 2017</b>	20,868	17,168	3,700	17.7%
<b>Change</b>	1,526	(1,656)	3,182	15.0%



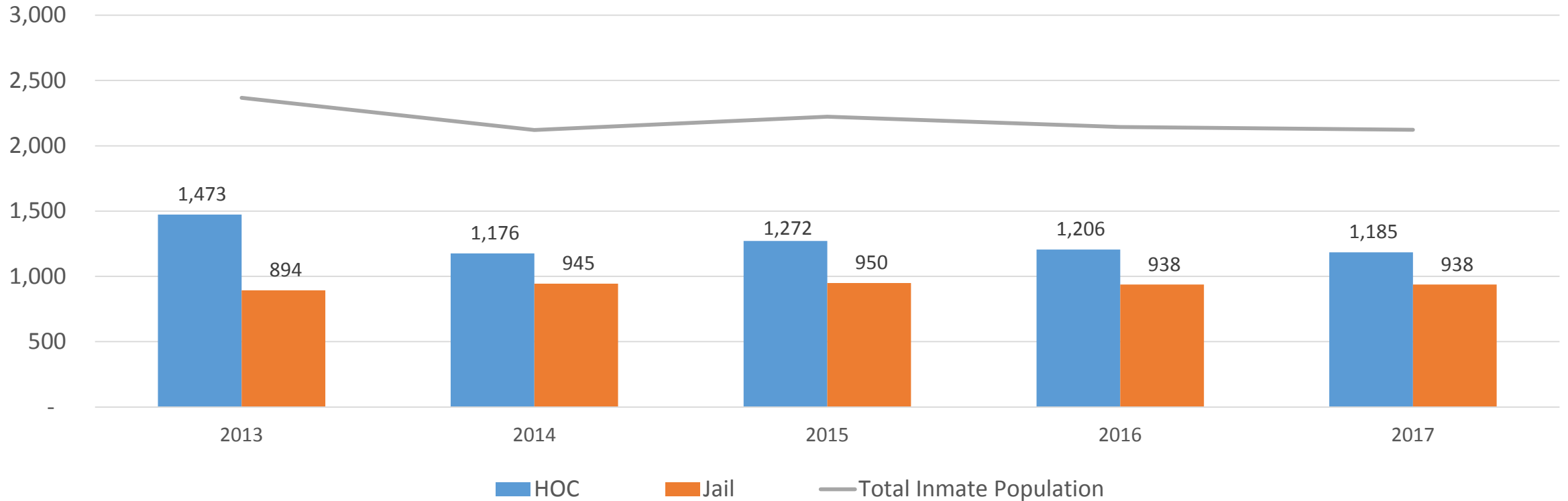
**Armor’s overall staffing level average was 89% however, some key positions had a lower staffing level. Armor has shown success with recruitment of new staff however, retention issues remain.**



We found that Armor blended titles codes with similar pay rates into one line on invoices such as for the Chief Psychiatrist/Psychiatrist which result in an inability to display individual vacancy rates for these positions. While the HOC did provide documentation from the Consent Decree Medical Monitor approving other staffing deviations they did not provide documentation for this blending.

**The existing provisions of the contract do not contain staffing plans by location or function nor require reporting of staff deployment by Armor which results in the vacancy rate at each facility remaining unknown under current contract provisions.**

**Average Daily Population of Inmates Housed at HOC and Jail  
from 2013 to 2017**



The system population has decreased by 244 inmates from 2013, however, the HOC's population has decreased by 288 inmates while the Jail has increased by 44 inmates.

**The Christensen Consent Decree included a table that listed staffing by location and function.**

Consent Decree Staffing at the Jail

Title	Task	FTE by Task
<b>Supervisor</b>		6.52
<b>Nurse Practitioner</b>	Booking	6.52
	Women's Health	1.16
	Family practice	1.16
<b>RN II</b>	Charge	4.89
	Mental Health	1.63
	Nurse Educator	1.00
<b>RN I</b>	Booking	9.78
	Triage/sick call	3.26
	Infirmery	4.89
	Chronic Care	1.16
	Physicals	1.16
<b>LPN</b>	Medications	9.78
<b>Medical Assistants</b>	TB program	3.26
<b>Administrative Asst</b>		3.26

Consent Decree Staffing at the HOC

Title	Task	FTE by Task
<b>Supervisor</b>		6.52
<b>Nurse Practitioner</b>	Women's Health	0.50
	Family practice	3.26
<b>RN II</b>	Charge	4.89
	Mental Health	1.63
	Nurse Educator	1.00
<b>RN I</b>	Triage/sick call	6.52
	Infirmery	4.89
	Chronic Care	1.16
	Physicals	2.79
<b>LPN</b>	Medications	13.04
<b>Medical Assistants</b>	TB program	3.26
<b>Administrative Asst</b>		3.26



**MedPass at the Jail resulted in numerous observations, however, an in-depth analysis is required to determine if the behavior was systemic to the organization or limited to the Armor staff who was shadowed. While the Audit staff who conducted the tours do not possess a medical background, the observations noted were administrative and included:**

- Failure to record the results of testing of blood pressure and blood glucose performed on 4 non-scheduled inmates.
- Refusal of treatment forms were signed by both Armor staff and Correctional Officers without all information recorded.
- Failure to perform checks on 5 of 25 inmates to ensure they swallowed their medications.



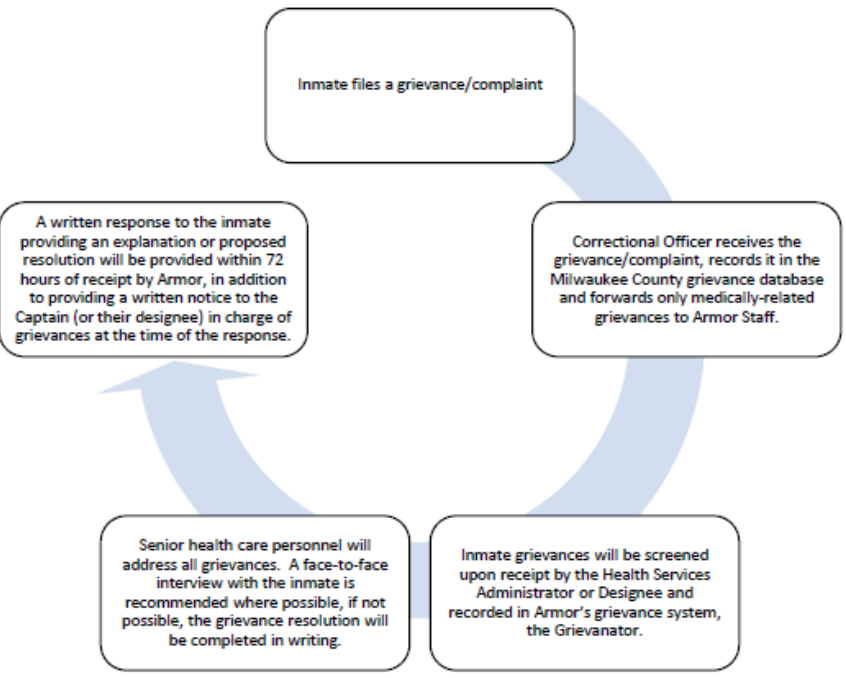
- Failure to speak to 2 inmates housed on the second floor who refused to appear to take their medicine as required by Armor policies and procedures.

## **Annual Peer Review provision in the contract was not invoked.**

- Section 12.26 of the contract calls for an annual peer review by one or more outside detention health care consultants on an annual basis.
- Costs of the review are to be paid for by Armor.
- HOC management indicated they considered the current Consent Decree Medical Monitor's reports to fulfill the peer review obligation for Armor.

**The Grievance Process is not consistently following the process in the contract. In addition, grievance data from Milwaukee County and Armor do not reconcile.**

**Medical Grievance/Complaint Process**



Total Medical Inmate Grievances Filed for the Years 2016 and 2017		
	Milwaukee County Data	Armor Data
2016	1,178	914
2017	1,281	1,194

Complaint Categories According to Armor Data for the Years 2016 and 2017				
Category	2016		2017	
	Count	Percent	Count	Percent
Problems with Co-Pay	319	35%	474	40%
Dissatisfied with Quality of Medical Care	244	27%	255	21%
Problems with Medication	164	18%	223	19%
Other (Conduct of Health Staff, Work Status)	187	20%	242	20%
<b>Total:</b>	914	100%	1,194	100%

Source: Created based on Armor Correctional Health Services, Inc.'s policy and procedures and interviews with Milwaukee County Management.

**Invoice review found blended invoices, a lack of spot checking by HOC staff and an internal control weakness.**

- Appropriate penalties based upon contract provisions have been charged to Armor.
- Pharmacy and specialty service invoices were at times blended with the general invoice for medical services.
- Audit found an internal control weakness where the approver of a check request reported to the preparer.
- Spot checking of invoices off of Armor timesheets to verify hours reported is not currently occurring.
- The data submitted by Armor with the invoices was not consistent over the review period.

**During the course of the audit there were a number of areas that raised the importance of a having a contract manager with clinical expertise to monitor the contract and Armor's performance. These items include:**

- The formulary
- The grievance process
- Invoice review
- Staffing levels by facility, by job type and overall
- Peer Review
- Wi-Fi issues in the Jail
- Accreditation from the NCCHC
- Booking area staffing and processing times
- MedPass issues
- Quality Assurance

**In addition the Medical Services Contract would benefit from revisions to clarify responsibility and expectation of Armor and its provision of services. These items include:**

- The Inmate booking process.
- The review of the Pharmacy formulary.
- Wi-Fi Service at the Jail.
- Documentation to be submitted with invoices
- Agency hours
- Staff deployment