

COUNTY OF MILWAUKEE

Inter-Office Communication

Date: November 14, 2025

To: Marcelia Nicholson-Bovell, Chairwoman, Milwaukee County Board of Supervisors

From: Jennifer Folliard, Director of Audits, Office of the Comptroller, Audit Services Division

Subject: From the Director of Audits, Office of the Comptroller, Audit Services Division, providing an informational status report regarding the Office of the Sheriff's progress toward implementation of corrective action plan items stemming from Creative Corrections, LLC's external audit/evaluation of the Milwaukee County Jail.

File Type: Informational Report

REQUEST

This report is for informational purposes. There is no request at this time.

POLICY

The 2024 Adopted Budget authorized and requested ASD to develop a scope of work for an external audit of the Milwaukee County Jail that focused on operations, policies, and procedures to ensure procedural best practices are being followed that comport with state and federal laws. The goal of the audit/evaluation was to receive recommendations on best practices to help reduce in-custody deaths. Funding of \$250,000 was set aside in an allocated contingency account to pay for this work.

Wisconsin State Statutes:	
Milwaukee County Code of General Ordinances:	
Specific Adopted Budget:	2024 Adopted Budget
Specific Adopted Budget Amendment:	Amendment #42
Specific Adopted Capital Project:	

BACKGROUND

As requested by the Adopted Budget, the Audit Services Division presented a report with a proposed scope of work to be included in a request for proposals (RFP) to the County Board for review and approval in the January 2024 meeting cycle. The County Board adopted File No. 24-113 on February 1, 2024 and the County Executive signed the file on February 8, 2024.

Following a RFP and proposal evaluation process for the external audit of the jail, Creative Corrections, LLC (Creative) received the highest score based on specific criteria stated in the RFP and the decision was made to award the contract to the firm. The Director of Audits submitted an action report to the County Board in the June 2024

meeting cycle for approval to enter into a contract with Creative. The County Board adopted File No. 24-525 on June 20, 2024, and the County Executive signed the file on June 6, 2024. A contract with Creative was subsequently executed.

Creative previously completed the first phases of its workplan, which included its review and in-person facility audit and staffing analysis, followed by submission of a comprehensive report containing its findings and recommendations. Creative's report was submitted as an informational item as File No. 24-960 and presented to the Committee on Audit and the Committee on Judiciary, Law Enforcement and General Services in the December 2024 meeting cycle.

Upon completion of the final phases of its workplan, Creative issued its final report describing the progress made by the Office of the Sheriff toward implementing the recommendations. As described in Creative's final report, submitted as File 25-407 and presented to the Committee on Audit in the June 2025 committee meeting cycle, all but 18 of the 52 corrective action plan items had been completed. Also at its June 2025 meeting, the Audit Services Division was requested by the Committee on Audit to facilitate a status report from the Office of the Sheriff providing updates on its progress toward implementing the 18 open corrective action items.

Copies of Creative's two reports are available on Legistar via the following links:

[Milwaukee County - File #: 24-960](#)

[Milwaukee County - File #: 25-407](#)

Attached is a copy the Office of the Sheriff's status report noting that 4 of the 18 corrective action plan items have been completed, along with updates about the 14 that remain open. Based on the comments from the areas involved with implementation of the open items, it is recognized that close communication and coordination will be required to overcome the challenges required for successful implementation of them.

Our role in facilitating the submission of the Office of the Sheriff's status report involved assembling a small team who met with all parties providing comments in the report, participated in a walk-through at the jail, and when appropriate, requested and reviewed documentation. It should be noted that the original review of the jail and the initial follow-up on the implementation status of the corrective action plan action items was conducted by Creative Corrections and our work and reporting style differs from theirs.

Our office can facilitate updates from the Office of the Sheriff on the remaining open items on a six-month schedule.

County correctional facilities will continue to be monitored through the State of Wisconsin Department of Corrections Office of Detention Facilities and through the court's monitoring of the Christensen Consent Decree. The provision of medical care at the CJF and Community Reintegration Center will continue to be monitored by the NCCHC Resources, Inc., the consultant hired by the County to provide clinical and fiscal contract monitoring and oversight of its comprehensive medical, dental, and mental health services contract. This entity also serves as the medical monitor approved by the court for the Christensen Consent Decree. NCCHC Resources, Inc.'s contract was extended in 2024 (File No. 24-366).

We request that this item be considered for the ability to adjourn into closed session under the provisions of Section 19.85(1) (g), Wisconsin State Statutes, for the purpose of the Committee receiving oral or written advice from legal counsel concerning strategy to be adopted with respect to pending or possible litigation with regard to this matter. At the conclusion of the closed session, the Committee may reconvene in open session to take whatever actions it may deem necessary.

Related File No's:	23-554, 23-834, 23-889, 24-113, 24-525, 24-960, and 25-407
Associated File No's (Including Transfer Packets):	
Previous Action Date(s):	File No. 23-554 was adopted May 25, 2023 and signed by the County Executive May 31, 2023. File No. 23-834 was submitted in response to File No. 23-554, in August 2023. File No. 23-889 was adopted November 9, 2023 and signed by the County Executive November 15, 2023. File No. 24-113 was adopted February 1, 2024 and signed by the County Executive February 8, 2024. File No. 24-525 was adopted June 20, 2024 and signed by County Executive June 26, 2024.

ALIGNMENT TO STRATEGIC PLAN

Describe how the item aligns to the objectives in the [strategic plan](#):

- 2A: Determine what, where, and how we deliver services to advance health equity
 2B: Break down silos across County government to maximize access to and quality of services offered

Creative Corrections, LLC included its commitment to Milwaukee County's vision of racial equity in its proposal. The firm's vision for this work was included in File No. 24-525.

VIRTUAL MEETING INVITES

Jennifer Folliard, Director of Audits
 Molly Pahl, Deputy Director of Audits
 Paul Grant, Audit Compliance Manager
 Denita Ball, Sheriff, Milwaukee County Office of the Sheriff
 Joshua Briggs, Director, Milwaukee County Office of the Sheriff
 Telia Evans, Captain, Milwaukee County Office of the Sheriff
 Chantell Jewel, Superintendent, Milwaukee County Community Reintegration Center
 Lance Tardiff, Security Director, Milwaukee County Community Reintegration Center
 Sean Hayes, Director, Facilities Management Division
 Jack Taylor, Health Services Administrator, Wellpath
 Sarah McKnight, Mental Health Director, Wellpath
 Dr. Ashley Brinkman, Consultant, NCCHC Resources

PREPARED BY:

Paul Grant, Audit Compliance Manager

APPROVED BY:

Jennifer Folliard, Director of Audits

ATTACHMENTS:

Office of the Sheriff - Status Report of CAPs Implementation

cc: Liz Sumner, Milwaukee County Comptroller
Milwaukee County Board of Supervisors
David Crowley, Milwaukee County Executive
Denita Ball, Sheriff, Milwaukee County Sheriff's Office
Chantell Jewell, Superintendent, Milwaukee County Community Reintegration Center
Sean Hayes, Director, Department of Administrative Services, Facilities Management Division
Kent Lovern, Milwaukee County District Attorney
Judge Carl Ashley, Milwaukee County Chief Judge
Scott Brown, Milwaukee County Corporation Counsel
Mary Jo Meyers, Chief of Staff, Milwaukee County Executive
Kelly Bablitch, Chief of Staff, Milwaukee County Board of Supervisors
Steve Cady, Research and Policy Director, Office of the Comptroller
Janelle M. Jensen, Director of Legislative Services, Office of the County Clerk
Ethan Masarik, Committee Coordinator, Office of the Milwaukee County Clerk
Felicia Jackson, Regional Director of Operations, Wellpath
Jack Taylor, Health Services Administrator, Wellpath
Sarah McKnight, Mental Health Director, Wellpath
Dr. Ashley Brinkman, Consultant, NCCHC Resources