

COUNTY OF MILWAUKEE
Inter-Office Communication

Date: May 16, 2024

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

From: Jennifer Folliard, Director of Audits, Office of the Comptroller

Subject: From the Director of Audits, requesting authorization to enter into a professional services agreement with Creative Corrections, LLC for a not-to-exceed amount of \$196,512, to perform an external audit/evaluation of the Milwaukee County jail and to release and transfer \$196,512 from the 2024 budget allocation in the Appropriation for Contingencies to fund their services.

File Type: Action Report

REQUEST

The Office of the Comptroller-Audit Services Division (ASD) worked with the Department of Administrative Services-Procurement Division to issue a request for proposal (RFP) on February 23, 2024, to solicit proposals for an operational audit/evaluation of the Milwaukee County Jail. ASD requests authorization to enter into a professional services agreement with the selected vendor, Creative Corrections, LLC, and release \$196,512 from an allocated contingency account in the Appropriation for Contingencies. ASD further requests the Office of the Comptroller and the Department of Strategy, Budget, and Performance to process an administrative fund transfer of \$196,512 from Agency 194-1945 Appropriation for Contingencies to Agency 370-3741 Office of the Comptroller Audit Services Division for the operational audit/evaluation of the Milwaukee County Jail.

POLICY

Amendment #42 was included in the 2024 Adopted Budget. One of the provisions of this amendment authorized and requested ASD to develop a scope of work for an external audit of the Milwaukee County Jail that focuses 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 is 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, ASD presented a report with a proposed scope of work to be included in a 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.

Related File No's:	24-113
Associated File No's (Including Transfer Packets):	
Previous Action Date(s):	2-1-2024

On February 23, 2024, the solicitation was publicly posted to the County's website on the Bids & RFPs page and posted to the County's Bonfire Portal. It was advertised using the e-Notify system shared by the City of Milwaukee, Milwaukee County, and Milwaukee Public Schools. The County utilized Bonfire's "Invite Vendors" function to send targeted communication about the publication of the solicitation to all vendors registered in the County's Bonfire Portal under related codes. Procurement also conducted its own market research regarding consultants providing jail audits and/or evaluations and directly emailed the solicitation to approximately 40 such entities. The County's Office of Economic Inclusion performed vendor outreach to certified Targeted Business Enterprises to advise them of the opportunity and encourage participation.

The submission period ran from February 23, 2024 to April 5, 2024. Six (6) proposals were received. On April 11, 2024, after initial review by the RFP Administrator to determine if mandatory submission requirements and minimum qualifications were met, all six (6) proposals were released to an evaluation panel to perform independent evaluations of the proposals based on specific criteria stated in the RFP. Creative Corrections, LLC ("Creative") received the highest score, and the panel decided to award the contract to the firm.

The strengths of the proposal were noted, as follows:

- **Low Cost:** Creative submitted the lowest-cost proposal with a blended hourly rate of \$184 and a maximum total fee of \$196,512.
- **Qualified Staff:** Creative's staff are extremely well-qualified to provide the services. Creative's founder has 40 years of senior-level corrections management experience with the Federal Bureau of Prisons, and another Creative partner specializes in managing complex mental health programs in corrections.
- **Knowledge of Suicide Prevention Strategies:** Creative is specifically qualified to provide guidance on how to reduce the number of in-custody suicides and suicide attempts at the Milwaukee County Jail. It has conducted over 100 In-Custody Death Investigations, which identify lapses and recommend

improvements in detention conditions and health care provisions. These investigations often emphasize mental health and suicide prevention. Creative has experience recommending best practices regarding detainee medical treatment and welfare checks as well as suicide watch protocols.

- **Experience**: Creative was established in 2002 and has a long history of providing consulting services to pre-trial detention facilities. It has been retained by the US Department of Homeland Security, Immigration and Customs Enforcement (ICE) to identify and implement best practices at detention facilities. Creative also has worked with numerous pre-trial jails, including St. Martin Parish in Louisiana, where it delivered suicide prevention training; Jefferson County Jail in Texas, where it worked to evaluate the use and efficiency of best practices; and Gage County Jail in Nebraska, where it assessed and analyzed staffing requirements.
- **Accreditation**: Creative is accredited to conduct inspections or assessments – in 2023, it became the first corrections-related firm to become ISO 17020 accredited.
- **Racial Equity**: Creative is committed to the vision of achieving racial equity to make Milwaukee the healthiest county in Wisconsin. All Creative subject matter experts regularly undergo cultural competency training. Creative has developed and implemented internal policies and practices designed to promote racial equity, including equitable hiring, inclusive workplace, and professional development policies and practices. Creative advocates for policy changes within the correctional and judicial systems that align with its vision of racial equity. Finally, Creative actively engages with local communities to understand their needs, challenges, and perspectives. For example, Creative has contributed to Milwaukee Area Technical College’s Right Path Program, which supports educating 18-25 year olds who have not finished high school or earned a GED/HSED and have a parent or guardian who is or has been incarcerated or on parole or probation.

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 is noted, in detail, above.

FISCAL EFFECT

The 2024 Adopted Budget set aside \$250,000 in an allocated contingency account in the Appropriation for Contingencies for this work. The firm’s response came in with a maximum total fee of \$196,512.

TERMS

Efforts to execute a contract with Creative Corrections, LLC shall be undertaken after approval to enter the contract and release of the funding from contingency is received. The term of the contract shall correspond to the estimated period of time required for the contractor to complete the work, but not to exceed one-year. The maximum amount of compensation under the contract shall not exceed \$196,512. Standard professional services contract provisions will be included.

VIRTUAL MEETING INVITES

Jennifer Folliard, Director of Audits
Molly Pahl, Deputy Director of Audits
Suzanne Carter, Purchasing Contracts, DAS Procurement

PREPARED/APPROVED BY:

Jennifer Folliard, Director of Audits

ATTACHMENTS:

Resolution
Fiscal Note

cc: Liz Sumner, Milwaukee County Comptroller
David Crowley, Milwaukee County Executive
Milwaukee County Board of Supervisors
Denita Ball, Sheriff, Milwaukee County Sheriff's Office
John Chisholm, Milwaukee County District Attorney
Judge Carl Ashley, Milwaukee County Chief Judge
Scott Brown, Milwaukee County Acting Corporation Counsel
Regina Flores, Director, DAS Procurement
Suzanne Carter, Purchasing Manager, DAS Procurement
Chantell Jewell, Superintendent, Milwaukee County Community Reintegration Center
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, Legislative Services Division Manager, Office of the County Clerk