



INMATE MEDICAID PRE-RELEASE
APPLICATION DATA

MARCH 2020



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INTRODUCTION

The Wisconsin Department of Corrections (DOC) and the Wisconsin Department of Health Services (DHS) have an agreement to facilitate Medicaid applications for inmates by telephone prior to release from DOC facilities.

The agreement includes information-sharing, which allows both departments to study outcomes and potentially improve advocacy efforts. Emerging research indicates access to health care immediately after release from prison can have positive impacts on chronic health conditions and mental health treatment. Medicaid programs provide low-cost medical treatment, mental health services including Substance Use Disorder (SUD) treatment, and prescription medications in Wisconsin.

DHS matches individuals releasing from DOC incarcerations to existing Medicaid application records and returns the information to DOC. The table below indicates approximately 68.3 percent of individuals releasing from incarceration in Fiscal Year 2019 (FY19) applied for and were determined eligible, also described as being enrolled in a Medicaid program. The time

period studied includes the month prior to, the month of, and the month after an individual's release from DOC-supervised incarceration.

This brief report provides eligibility information by facility, Income Maintenance (IM) consortium, and demographic category of the applicant. It also contains eligibility determination by mental health code and medical activity classification description. These are classifications the DOC uses to inform treatment plans and assign resources.

DOC Administrators can use the information in this report to identify institutions that have developed effective procedures to prepare inmates for the application process. These innovations may be shared across institutions to improve areas in need of increased advocacy or to realign existing resources.

Timeframe	Individuals Released	Individuals Eligible	Percentage Eligible
FY19	9,585	6,545	68.3%

EXECUTIVE SUMMARY

In 2014, the state of Wisconsin changed Medicaid eligibility requirements. As a result, there were many more potentially Medicaid-eligible inmates releasing from Wisconsin prisons. To facilitate continued medical and mental health treatment in the community, the Department of Corrections and Department of Health Services established a Medicaid pre-release application assistance process for inmates. The process began in January 2015. In August 2016, an additional agreement between departments allowed information-sharing regarding eligibility determinations.

The Medicaid eligibility determinations referenced in this report refer to completed and approved applications for Wisconsin Medicaid programs, most often BadgerCare Plus. The eligibility determinations considered in the report occurred the month before, the month of, or the month after release from DOC-supervised incarceration. The individuals included in the report are described in the definition of [inmate releases](#) on page 12. The release facilities are listed on pages 6-8.

During FY19, there were 9,585 individuals released from the listed facilities fitting the described criteria. There were 6,545 individuals with at least one eligibility determination during the months considered, indicating a 68.3 percent eligibility determination rate. There were 2,688 individuals who did not apply, representing 28 percent of the total. There were 352 individuals who were denied eligibility, or 3.7 percent of the total.

It is estimated that 10-15 percent of individuals releasing from prison will not qualify for Medicaid programs due to work-release income and other reasons. Many of the 2,688 individuals who did not apply may have been eligible for Medicaid at the time of release. Increasing advocacy at facilities with lower eligibility determination rates may quickly increase application rates. Increasing application rates may increase recently released individuals' access to mental health and substance use disorder treatment, as well as their access to preventive and routine medical care.

KEY RESULTS

Rates by Institution.

Waupun Correctional Institution (WCI) had the highest eligibility determination rate among men's maximum security institutions at 69.5 percent, while the men's maximum institution average was slightly below the overall eligibility rate. Among men's medium institutions, Prairie Du Chien Correctional Institution (PDCI) had the highest rate at 80.5 percent. Milwaukee Secure Detention Facility (MSDF) had the highest volume, with 1,005 individuals releasing with eligibility determinations in FY19. Chippewa Valley Correctional Treatment Facility (CVTCF) had the highest rate among men's minimums, with 82.8 percent of releases determined eligible. As expected, there is a wide range of rates in the men's Wisconsin Correctional Center System. The Flambeau Correctional Center (FCC) had the highest rate among centers and overall at 86.4 percent. The Wisconsin Women's Correctional System (WWCS) exceeds the average with an eligibility rate of 75.4 percent.

Gender.

Overall, the eligibility determination rates are higher for females than for males.

Race.

Asian or Pacific Islander inmates have the highest eligibility determination rate at 71.8 percent, followed by white inmates at 71.7 percent, African-Americans at 65.1 percent, and Native Americans/Alaskans at 52.7 percent.

Mental Health Classification.

As mental health classifications increase in severity, eligibility rates also increase, with the exception of individuals coded MH-2B, at 71.3 percent (see page 10).

Application Window.

Eligibility determination data includes individuals applying the month before, the month of, or the month after prison release. Of those determined eligible, 31 percent applied the month before, 64 percent applied the month of, and 4 percent applied the month after release from prison. Numbers do not total 100 percent due to rounding.

*There were 115 individuals with multiple releases in FY19. Only the first release is included in this data.

ELIGIBILITY BY FACILITY

These tables provide data, separated by organization and facility of release for FY19. Inmates incarcerated by the DOC longer than 30 days and releasing during the timeframe are included, totaling 9,585 individuals. Inmates having had Medicaid eligibility determined by DHS through IM agencies in the month prior to, the month of, or the month after release from incarceration are included in the Releases Eligible column. Any inmate with at least one recorded denial during the three-month period without an instance of eligibility is included in the Releases Denied column. Releasing inmates that did not have a recorded application during the three-month time frame are counted in the Did Not Apply column. **Percentages may not total 100 percent due to rounding.**

Division of Adult Institutions (DAI) Men's Maximum Institutions

Facility	Inmate Releases	Releases Determined	Percentage Determined	Releases Denied	Percentage Denied	Did Not Apply	Percentage Not Applying
CCI	140	96	68.6%	1	0.7%	43	30.7%
DCI	178	115	64.6%	3	1.7%	60	33.7%
GBCI	165	111	67.3%	2	1.2%	52	31.5%
WCI	151	105	69.5%	7	4.6%	39	25.8%
WSPF	42	28	66.7%	0	0.0%	14	33.3%
Subtotals	676	455	67.3%	13	1.9%	208	30.8%

DAI Men's Medium Institutions (Including MSDF)

Facility	Inmate Releases	Releases Determined Eligible	Percentage Determined Eligible	Releases Denied	Percentage Denied	Did Not Apply	Percentage Not Applying
FLCI	333	221	66.4%	15	4.5%	97	29.1%
JCI	241	155	64.3%	4	1.7%	82	34.0%
KMCI	323	214	66.3%	11	3.4%	98	30.3%
NLCI	184	131	71.2%	11	6.0%	42	22.8%
OSCI	479	345	72.0%	20	4.2%	114	23.8%
PDCI	226	182	80.5%	3	1.3%	41	18.1%
RCI	742	452	60.9%	36	4.9%	254	34.2%
STF	131	52	39.7%	10	7.6%	69	52.7%
RYCF	102	40	39.2%	6	5.9%	56	54.9%
RGCI	249	184	73.9%	7	2.8%	58	23.3%
SCI	322	229	71.1%	11	3.4%	82	25.5%
MSDF	1376	1005	73.0%	52	3.8%	319	23.2%
Subtotals	4708	3210	68.2%	186	4.0%	1312	27.9%

DAI Men's Minimum

Facility	Inmate Releases	Releases Determined Eligible	Percentage Determined Eligible	Releases Denied	Percentage Denied	Did Not Apply	Percentage Not Applying
CVTCF	592	490	82.8%	11	1.9%	91	15.4%
OCI	303	210	69.3%	7	2.3%	86	28.4%
Subtotals	895	700	78.2%	18	2.0%	177	19.8%

DAI Men's-Wisconsin Correctional Center System (WCCS)

Facility	Inmate Releases	Releases Determined Eligible	Percentage Determined Eligible	Releases Denied	Percentage Denied	Did Not Apply	Percentage Not Applying
BRCC	257	194	75.5%	7	2.7%	56	21.8%
DACC	344	283	82.3%	4	1.2%	57	16.6%
FCCC	104	17	16.3%	5	4.8%	82	78.8%
FCC	81	70	86.4%	0	0.0%	11	13.6%
GCC	25	15	60.0%	1	4.0%	9	36.0%
JBCC	138	83	60.1%	6	4.3%	49	35.5%
KCC	92	31	33.7%	6	6.5%	55	59.8%
MSCC	57	17	29.8%	3	5.3%	37	64.9%
MCC	36	24	66.7%	2	5.6%	10	27.8%
OCC	57	20	35.1%	2	3.5%	35	61.4%
SPCC	68	33	48.5%	9	13.2%	26	38.2%
SCCC	160	113	70.6%	4	2.5%	43	26.9%
TCC	76	27	35.5%	4	5.3%	45	59.2%
WCC	169	92	54.4%	3	1.8%	74	43.8%
Subtotals	1664	1019	61.2%	56	3.4%	589	35.4%

The Wisconsin Women's Correctional Center System (WWCS) demonstrates higher eligibility determination rates than average at all three facilities, including those providing earned release and work release programs.

Division of Juvenile Corrections (DJC) staff or the county aftercare agencies facilitate Medicaid application assistance for youth returning to the community. Some youth return to households with existing Medicaid cases or private insurance, and eligibility determinations are made based on household incomes. DJC staff advocate with parents to explore and complete these processes. Certain Medicaid programs are only available for certain age ranges, complicating application assistance. Some youth also return to out-of-home care facility placements, which can further complicate application processes.

DAI Women's-Wisconsin Women's Correctional Center System (WWCS)

Facility	Inmate Releases	Releases Determined Eligible	Percentage Determined Eligible	Releases Denied	Percentage Denied	Did Not Apply	Percentage Not Applying
TCI	373	284	76.1%	14	3.8%	75	20.1%
MWCC	125	98	78.4%	9	7.2%	18	14.4%
REECC	507	376	74.2%	27	5.3%	104	20.5%
Subtotals	1005	758	75.4%	50	5.0%	197	19.6%

Division of Juvenile Corrections (DJC)

Facility	Youth Releases	Releases Determined Eligible	Percentage Determined Eligible	Releases Denied	Percentage Denied	Did Not Apply	Percentage Not Applying
CLS	3	2	66.7%	0	0.0%	1	33.3%
LHS	71	31	43.7%	8	11.3%	32	45.1%
Subtotals	74	33	44.6%	8	10.8%	33	44.6%

Department of Health Services (DHS) Facilities

Facility	Youth/Inmate Releases	Releases Determined Eligible	Percentage Determined Eligible	Releases Denied	Percentage Denied	Did Not Apply	Percentage Not Applying
MJTC	6	3	50.0%	0	0.0%	3	50.0%
WRC	196	148	75.5%	6	3.1%	42	21.4%
Subtotals	202	151	74.8%	6	3.0%	45	22.3%

County Jail Releases

Facility	Inmate Releases	Releases Determined Eligible	Percentage Determined Eligible	Releases Denied	Percentage Denied	Did Not Apply	Percentage Not Applying
Jail Contracts							
Racine Co.	190	105	55.3%	7	3.7%	78	41.1%
Milwaukee House of Corrections	106	83	78.3%	7	6.6%	16	15.1%
Juneau Co.	44	23	52.3%	1	2.3%	20	45.5%
Sauk Co.	2	2	100%	0	0.0%	0	0.0%
Vilas Co.	2	0	0.0%	0	0.0%	2	100.0%
Douglas Co.	1	0	0.0%	0	0.0%	1	100.0%
Langlade Co.	1	0	0.0%	0	0.0%	1	100.0%
Subtotal	346	213	61.6%	15	4.3%	118	34.1%
County Jails							
Milwaukee Co.	7	2	28.6%	0	0.0%	5	71.4%
St Croix Co.	3	1	33.3%	0	0.0%	2	66.7%
Burnett Co.	1	0	0.0%	0	0.0%	1	100.0%
Douglas Co.	1	1	100.0%	0	0.0%	0	0.0%
Oneida Co.	1	1	100.0%	0	0.0%	0	0.0%
Waukesha Co.	1	1	100.0%	0	0.0%	0	0.0%
Winnebago Co.	1	0	0.0%	0	0.0%	1	100.0%
Subtotal	15	6	40.0%	0	0.0%	9	60.0%
Total Jail Releases	361	219	60.7%	15	4.2%	127	35.2%

The Department of Health Services provides release planning for inmates releasing from the Wisconsin Resource Center (WRC) and youth releasing from the Mendota Juvenile Treatment Center (MJTC). Facility staff face challenges similar to DJC staff when youth are returning to existing households.

WRC provides mental health treatment and a number of other services to the DOC inmate population. WRC staff conduct release planning, including application assistance for Medicaid programs.

County jails collaborate with the DOC in different ways. DOC maintains contracts with some jails to house state inmates and conduct releases. A DOC staff member provides release planning and facilitates Medicaid application assistance. St. Croix and Oneida Counties provide Temporary Lock-Up (TLU) facilities for nearby correctional centers, and applications prior to being placed in TLU may account for eligibility determinations. Other county jails participate in the Inmate Retention Program to house individuals with short sentences releasing to that county.

DEMOGRAPHICS

The table below provides demographic information for inmates releasing from DOC incarceration during FY19. The percentage eligible indicates the number of inmates in each group enrolled in Medicaid programs divided by the number of inmates in each category.

While trends will be more evident as additional data become available, increased advocacy is required among minority groups during release planning.

Demographic Characteristics of Releasing Inmates

Categories	Inmate Releases	Releases Determined Eligible	Percentage Determined Eligible	Releases Denied	Percentage Denied	Did Not Apply	Percentage Not Applying
Gender							
Male	8490	5719	67.4%	298	3.5%	2473	29.1%
Female	1095	826	75.4%	54	4.9%	215	19.6%
Race							
Asian or Pacific Islander	110	79	71.8%	1	0.9%	30	27.3%
White	5388	3865	71.7%	192	3.6%	1331	24.7%
Black	3607	2349	65.1%	126	3.5%	1132	31.4%
American Indian/Alaskan	476	251	52.7%	32	6.7%	193	40.5%
Unknown	4	1	25.0%	1	25.0%	2	50.0%
Ethnicity							
Unknown	5908	4121	69.8%	233	3.9%	1554	26.3%
Non-Hispanic or Latino	3036	2064	68.0%	105	3.5%	867	28.6%
Hispanic or Latino	641	360	56.2%	14	2.2%	267	41.7%

Medical Activity Classification Description and Enrollment Status

Medical Activity Class		Inmate Releases	Releases Eligible	Percent- age Eligi- ble	Releas- es De- nied	Percentage Denied	Did Not Apply	Percentage Not Applying
Any Activity	M	7377	4963	67.3%	251	3.4%	2163	29.3%
	F	872	662	75.9%	38	4.4%	172	19.7%
Any Activity	Total	8249	5625	68.2%	289	3.5%	2335	28.3%
Light Activity	M	308	225	73.1%	12	3.9%	71	23.1%
	F	80	58	72.5%	5	6.3%	17	21.3%
Light Activity	Total	388	283	72.9%	17	4.4%	88	22.7%
Moderate Activity	M	445	319	71.7%	15	3.4%	111	24.9%
	F	70	52	74.3%	7	10.0%	11	15.7%
Moderate Activity	Total	515	371	72.0%	22	4.3%	122	23.7%
No Work Status	M	95	67	70.5%	1	1.1%	27	28.4%
	F	10	5	50.0%	1	10.0%	4	40.0%
No Work Status	Total	105	72	68.6%	2	1.9%	31	29.5%
PE Refused - No Work	M	37	26	70.3%	2	5.4%	9	24.3%
	F	5	3	60.0%	0	0.0%	2	40.0%
Refused PE-No Work Status	Total	42	29	69.0%	2	4.8%	11	26.2%
Inmates With Defined Status	Total	9299	6380	68.6%	332	3.6%	2587	27.8%

The tables on this page provide additional information regarding enrollments for inmates who have been coded in a specific medical activity classification and those individuals classified with varying levels of mental health concerns. The descriptions are used in this report to approximate individuals that may have various levels of limiting health conditions (definitions are available on page 12 and 13).

Mental Health Classification and Enrollment Status

Mental Health Code	Gen- der	Inmate Releases	Releases Eligible	Percentage Eligible	Releases Denied	Percentage Denied	Did Not Apply	Percentage Not Applying
MH-0	M	4992	3165	63.4%	170	3.4%	1657	33.2%
	F	187	126	67.4%	10	5.3%	51	27.3%
MH-0 Total		5179	3291	63.5%	180	3.5%	1708	33.0%
MH-1	M	2758	2013	73.0%	106	3.8%	639	23.2%
	F	626	484	77.3%	32	5.1%	110	17.6%
MH-1 Total		3384	2497	73.8%	138	4.1%	749	22.1%
MH-2A	M	597	461	77.2%	11	1.8%	125	20.9%
	F	244	189	77.5%	11	4.5%	44	18.0%
MH-2A Total		841	650	77.3%	22	2.6%	169	20.1%
MH-2B	M	57	40	70.2%	2	3.5%	15	26.3%
	F	30	22	53.3%	1	3.3%	17	23.3%
MH-2B Total		87	62	71.3%	3	3.4%	22	25.3%

Income Maintenance (IM) Agency Eligibility and Denial Information

The table below displays the number of inmates who applied and were enrolled in Medicaid programs through specific Income Maintenance agencies from July 1, 2018, through June 30, 2019. The number of inmates applying through tribal agencies is small. Some tribal agencies do not have the ability to determine verifications on one telephone call, requiring the applicant to return a signed document attesting to the information provided. The additional steps in the application process may account for the smaller numbers because Native Americans can also choose to apply through their county IM Consortia. It may also explain the smaller eligibility percentage, but additional data will be required to determine trends. The N/A category includes individuals who did not apply for benefits prior to release and were not matched in the DHS data.

Eligibility Determination by Income Maintenance Agency

Consortia	Inmate Releases	Releases Eligible	Percentage of Releases Eligible
Capital Consortium	949	765	80.6%
Western Consortium	302	239	79.1%
State Consortium	2731	2112	77.3%
Bay Lake Consortium	622	479	77.0%
Northern Consortium	364	245	67.3%
East Central Partnership	718	576	80.2%
Moraine Lakes Consortium	700	554	79.1%
Kenosha Racine Consortium	753	561	74.5%
IM Tribal Agency	31	9	29.0%
Great Rivers Consortium	444	358	80.6%
Southern Consortium	433	351	81.1%
Central Consortium	362	293	80.9%
N/A	1176	3	0.3%
TOTALS	9585	6545	68.3%

Top 10 Most Common Denial Reasons

Denial Reasons (Most to Least Common)	Occurrences
141 Does not meet program requirements.	1448
112 Did not verify answers.	772
077 Your renewal has not been completed.	620
014 Income exceeds the net income limit.	237
068 Already receives Medical Assistance through SSI (Supplemental Security Income).	193
681 Individual is incarcerated.	145
625 Medicare entitled.	137
754 Monthly income exceeds the net income limit.	125
570 Individual BC+ eligibility explored in other type of BCP AG.	105
032 Individual in the same case but different category.	80

The table above displays the ten most common denial reasons recorded by the Income Maintenance (IM) agencies during the application process. The data includes up to three months of application data per applicant, meaning an individual could be denied one month and determined eligible the next. The denial occurrences are not reflective of the number of individuals denied Medicaid benefits because they include denials during each of the three months studied. Denials were reduced in specific categories in FY19, perhaps due to a communications from the DHS CARES Call Center to Income Maintenance Agency staff clarifying application processes for this population.

DEFINITIONS

Did Not Apply:

This category includes two populations. The first group contains individuals who do not appear in the DHS data, meaning they have never received benefits. The second group contains individuals who have had previous periods of eligibility, but with no application activity during the timeframes studied in this report.

Eligibility Determination:

A technical term used by the Department of Health Services (DHS) describing the decision to enroll the applicant in Medicaid programs after processing the application and collecting the electronic signature of the applicant. In most cases involving inmate telephone applications, this determination is made during the call. Eligibility determination is similar to program enrollment, but eligibility determination is the term used in the report to retain continuity with DHS descriptions.

Ethnicity:

Inmates report ethnicity during the assessment and evaluation process conducted at Dodge Correctional Institution (DCI) for males and at Taycheedah Correctional Institution (TCI) for females. Categories include: Hispanic or Latino, Non-Hispanic or Latino, and Unknown.

Inmate Releases:

Includes all youth and adult releases incarcerated longer than 30 days in DOC custody and released from DOC facilities, certain county jails, the Wisconsin Resource Center, and Mendota Juvenile Treatment Center. If an individual had more than one qualifying release during the timeframe, only the first qualifying release was included in this evaluation.

Income Maintenance (IM) Agency:

This is a broad term that includes the IM Consortia, Milwaukee Enrollment Services, and the tribal agencies designated by the elected tribal governing body of a federally recognized Wisconsin Indian tribe or band and contracted by DHS to administer an income maintenance program.

Income Maintenance (IM) Consortium:

A group of counties that is approved by the Department of Health Services to administer income maintenance programs. These counties staff and maintain a call center, conduct application processing and eligibility determinations, and conduct case management.

Mental Health (MH) Code 0:

There is no current mental health need. The inmate does not need a follow-up visit with the Psychological Services Unit and is not seeing a psychiatrist for any reason.

Mental Health (MH) Code 1:

The inmate is receiving mental health services but does not have a serious mental illness. This code is not appropriate for inmates who are receiving only program services, such as substance abuse or sex offender treatment, and have no other mental health needs.

Mental Health (MH) Code 2A:

A current diagnosis of, or being in remission from, the following conditions: Schizophrenia, Delusional Disorder, Schizophreniform Disorder, Schizoaffective Disorder, Other Specified (and Unspecified) Schizophrenia Spectrum and Other Psychotic Disorder, Major Depressive Disorder, Bipolar I Disorder, and Bipolar II Disorder. MH2-A also includes inmates with current or recent symptoms of the following conditions: Brief Psychotic Disorder, Substance/Medication-Induced Psychotic Disorder, head injury or other neurological impairments that result in behavioral or emotional dyscontrol, chronic and persistent mood or anxiety disorders, and other conditions that lead to significant functional disability.

Mental Health (MH) Code 2B:

Inmates with a severe primary personality disorder, accompanied by significant functional impairment, and subject to periodic decompensation; i.e., psychosis, depression, or suicidality. If an inmate has stable behavior for

two years, the code may be reassessed. Excluded from MH-2B classification are inmates who have a primary diagnosis of Antisocial Personality Disorder and whose behavior is primarily the result of targeted goals rather than impairment from diagnosed mental illness.

Medical Activity Classification Description:

After completion of a physical exam, inmates are classified into the levels of activity that their health will tolerate. The descriptions are used in this report to approximate individuals that may have various levels of limiting health conditions.

- **Any Activity** - Inmate is physically fit to perform any type of work/activity.
- **Light Activity** - Inmate is restricted from work assignments requiring steady paced activity. Inmates should be allowed to work at own pace.
- **Moderate Activity** - The inmate is restricted from work involving heavy lifting over 50 pounds; tasks which demand prolonged physical exertion such as excessive running, climbing, walking or the manual use of heavy machines.
- **No Work Status** - Inmate is unable to work.
- **Refused PE/No Work Status** - Inmate refused to participate in physical exam and cannot work.

Releases Denied: Individuals who have submitted applications and do not meet the criteria for Medicaid programs. The ten most common denial reasons are listed and discussed earlier in this report. Individuals with at least one denial during the month prior to, the month of, or the month after release without at least one month with an eligibility determination are recorded in this category.

Race: Inmates report race during the assessment and evaluation process conducted at Dodge Correctional Institution (DCI) for males and at Taycheedah Correctional Institution (TCI) for females. Categories include: White, Black, American Indian/Alaskan Native, Asian or Pacific Islander, and Unknown.

Releases Eligible: For the purposes of this report, individuals are recorded as eligible if they have at least one eligibility determination during the month prior to, the month of, or the month after release.

Timeframe:

The timeframe of this report is state fiscal year 2019, and includes individuals with actual release dates on or after July 1, 2018, through June 30, 2019.



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