



# Wisconsin Department of Corrections



## Inmate Medicaid Pre-Release Application Data

(Revised) January 2019

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

The agreements include 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.

Timeframe	Inmates Released	Inmates Eligible	Percentage Eligible
FY18	9,227	6,239	67.6%

DHS matches individuals releasing from DOC incarcerations to existing Medicaid application records and returns the information to DOC. The table above indicates approximately 67.6 percent of offenders releasing from incarceration in Fiscal Year 2018 (FY18) 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 that prepare inmates for the application process. Those innovations may be shared across institutions to improve areas in need of increased advocacy, or realignment of existing resources.

## 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 3. The release facilities are listed on pages 5-7.

During FY18, there were 9,227 individuals released from the listed facilities fitting the described criteria.\* There were 6,239 individuals with at least one eligibility determination during the months considered, indicating a 67.6 percent eligibility determination rate. There were 2,618 individuals that did not apply, representing 28.4 percent of the total. There were 370 individuals who were denied eligibility, or 4 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 2,618 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 71.7 percent, while the men's maximum institution average was slightly below the overall eligibility rate. Among men's medium institutions, Redgranite Correctional Institution (RGCI) had the highest rate at 78.7 percent. Milwaukee Secure Detention Facility (MSDF) had the highest volume, with 1,035 individuals releasing with eligibility determinations in FY18. Chippewa Valley Correctional Treatment Facility (CVTCF) had the highest rate among men's minimums and overall, with 84.7 percent of releases determined eligible. As expected, there is a wide range of rates in the men's Wisconsin Correctional Center System. The Drug Abuse Correctional Center (DACC) had the highest rate, at 78.8 percent. The Wisconsin Women's Correctional System (WWCS) exceeds the average with an eligibility rate of 75.7 percent.

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

**Race.** White inmates have the highest eligibility determination rate at 71 percent, followed by African-Americans at 64.7 percent, Asian or Pacific Islander at 56.1 percent, and Native Americans/Alaskan at 52.2 percent.

**Medical Activity Classification.** It appears eligibility determination rates generally increase as activity restrictions increase, meaning individuals facing potential health concerns limiting their mobility or activity have higher rates of successful eligibility determinations.

**Mental Health Classification.** As mental health classifications increase in severity, eligibility determination rates also increase, with the exception of females coded MH-2B, the lowest rate of any classification at 59.4 percent.

\*There were 110 individuals with multiple releases during FY18. Only their first release during the fiscal year is included in the data. Three individuals were removed from the data because there was no enrollment information included for them.

## **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 scheduled follow-up visit with PSU and is not seeing a psychiatrist for any reason.

**Mental Health (MH) Code 1:** The inmate is receiving mental health services but does not suffer from 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.

## **Definitions (Continued)**

**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 physical 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 later 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, offenders 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 2018, and includes individuals with actual release dates on or after July 1, 2017, through June 30, 2018.

## Medicaid Eligibility by Release Facility

These tables provide data, separated by organization and facility of release for FY18. Inmates incarcerated by the DOC longer than 30 days and releasing during the timeframe are included, totaling 9,227 individuals. Inmates having had Medicaid eligibility determined by the 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.

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

Facility	Inmate Releases	Releases Determined Eligible	Percentage Determined Eligible	Releases Denied	Percentage Denied	Did Not Apply	Percentage Not Applying
CCI	116	81	69.8%	4	3.4%	31	26.7%
DCI	224	144	64.3%	10	4.5%	70	31.3%
GBCI	162	105	64.8%	7	4.3%	50	30.9%
WCI	127	91	71.7%	6	4.7%	30	23.6%
WSPF	46	23	50.0%	3	6.5%	20	43.5%
<b>Subtotals</b>	<b>675</b>	<b>444</b>	<b>65.8%</b>	<b>30</b>	<b>4.4%</b>	<b>201</b>	<b>29.8%</b>

### 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	274	202	73.7%	9	3.3%	63	23.0%
JCI	285	189	66.3%	9	3.2%	87	30.5%
KMCI	300	208	69.3%	9	3.0%	83	27.7%
NLCI	179	129	72.1%	11	6.1%	39	21.8%
OSCI	499	373	74.7%	14	2.8%	112	22.4%
PDCI	206	152	73.8%	6	2.9%	48	23.3%
RCI	727	421	57.9%	27	3.7%	279	38.4%
STF	117	57	48.7%	11	9.4%	49	41.9%
RYOCF	112	40	35.7%	3	2.7%	69	61.6%
RGCI	202	159	78.7%	6	3.0%	37	18.3%
SCI	289	209	72.3%	11	3.8%	69	23.9%
MSDF	1494	1035	69.3%	54	3.6%	405	27.1%
<b>Subtotals</b>	<b>4684</b>	<b>3174</b>	<b>67.8%</b>	<b>170</b>	<b>3.6%</b>	<b>1340</b>	<b>28.6%</b>

### DAI Men's Minimum

Facility	Inmate Releases	Releases Determined Eligible	Percentage Determined Eligible	Releases Denied	Percentage Denied	Did Not Apply	Percentage Not Applying
CVTCF	587	497	84.7%	15	2.6%	75	12.8%
OCI	292	209	71.6%	12	4.1%	71	24.3%
<b>Subtotals</b>	<b>879</b>	<b>706</b>	<b>80.3%</b>	<b>27</b>	<b>3.1%</b>	<b>146</b>	<b>16.6%</b>

## 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	284	223	78.5%	9	3.2%	52	18.3%
DACC	387	305	78.8%	14	3.6%	68	17.6%
FCCC	73	6	8.2%	4	5.5%	63	86.3%
FCC	20	13	65.0%	0	0.0%	7	35.0%
GCC	24	16	66.7%	0	0.0%	8	33.3%
JBCC	111	65	58.6%	6	5.4%	40	36.0%
KCC	112	31	27.7%	7	6.3%	74	66.1%
MSCC	52	11	21.2%	5	9.6%	36	69.2%
MCC	33	18	54.5%	0	0.0%	15	45.5%
OCC	98	41	41.8%	4	4.1%	53	54.1%
SPCC	55	28	50.9%	4	7.3%	23	41.8%
SCCC	172	128	74.4%	4	2.3%	40	23.3%
TCC	82	34	41.5%	9	11.0%	39	47.6%
WCC	167	82	49.1%	9	5.4%	76	45.5%
Subtotals	1670	1001	59.9%	75	4.5%	594	35.6%

## 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	332	257	77.4%	16	4.8%	59	17.8%
MWCC	108	71	65.7%	12	11.1%	25	23.1%
RECC	405	312	77.0%	22	5.4%	71	17.5%
Subtotals	845	640	75.7%	50	5.9%	155	18.3%

## 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	55	23	41.8%	4	7.3%	28	50.9%
Subtotals	58	25	43.1%	4	6.9%	29	50.0%

## No Facility Listed

Facility	Youth Releases	Releases Determined Eligible	Percentage Determined Eligible	Releases Denied	Percentage Denied	Did Not Apply	Percentage Not Applying
No Facility Listed	4	2	50.0%	0	0.0%	2	50.0%

Division of Juvenile Corrections (DJC) staff or the county aftercare agency facilitates Medicaid application assistance for youth returning to the community. Some youth return to households with existing Medicaid cases or private insurance, and certain programs are only available for certain age ranges. The No Facility Listed table includes releases on DCC holds or Alternative to Revocation placements from county jails. Totals differ from the FY18 Becky Young Report totals due to removal of eleven youth in non-custodial programs.

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	8	0	0.0%	0	0.0%	8	100.0%
WRC	174	130	74.7%	6	3.4%	38	21.8%
Subtotals	182	130	71.4%	6	3.30%	46	25.27%

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 households with existing Medicaid cases or private insurance, and because of the age requirements of specific programs.

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 Jail Contracts

Facility	Inmate Releases	Releases Determined Eligible	Percentage Determined Eligible	Releases Denied	Percentage Denied	Did Not Apply	Percentage Not Applying
POU Unit	20	1	5.0%	0	0.0%	19	95.0%
Columbia Co.	1	0	0.0%	0	0.0%	1	100.0%
Dane Co.	1	1	100.0%	0	0.0%	0	0.0%
Fond du Lac Co.	3	0	0.0%	0	0.0%	3	100.0%
House of Corrections	7	4	57.1%	0	0.0%	3	42.9%
Juneau Co.	40	19	47.5%	3	7.5%	18	45.0%
Milwaukee Co./HOC	4	3	75.0%	0	0.0%	1	25.0%
Oneida Co.	1	1	100.0%	0	0.0%	0	0.0%
Ozaukee Co.	1	1	100.0%	0	0.0%	0	0.0%
Racine Co.	133	75	56.4%	5	3.8%	53	39.8%
Sauk Co.	12	8	66.7%	0	0.0%	4	33.3%
St Croix Co.	5	2	40.0%	0	0.0%	3	60.0%
Vilas Co.	1	1	100.0%	0	0.0%	0	0.0%
Winnebago Co.	1	1	100.0%	0	0.0%	0	0.0%
Subtotals	230	117	50.9%	8	3.5%	105	45.7%

County jails collaborate with the DOC in different ways. Both Sauk and Juneau County Jails have contracts with the DOC 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. Fond Du Lac County and other county jails participate in the Inmate Retention Program to house individuals with short sentences releasing to that county.

The Planning and Operations Unit (POU) tracks inmates in other states serving Wisconsin state sentences. Many of the individuals released from the POU unit in this data set released from the Federal Bureau of Prisons or from correctional facilities in other states, which means they may be ineligible for Wisconsin benefits programs.

## Inmate Demographic Information

The table below provides demographic information for inmates releasing from DOC incarceration during FY18. 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
<u>Gender</u>							
Male	8278	5529	66.8%	314	3.8%	2435	29.4%
Female	949	710	74.8%	56	5.9%	183	19.3%
<u>Race</u>							
White	5285	3752	71.0%	203	3.8%	1330	25.2%
Black	3384	2191	64.7%	128	3.8%	1065	31.5%
American Indian/Alaskan	437	228	52.2%	35	8.0%	174	39.8%
Asian or Pacific Islander	114	64	56.1%	4	3.5%	46	40.4%
Unknown	7	4	57.1%	0	0.0%	3	42.9%
<u>Ethnicity</u>							
unknown	6010	4183	69.6%	240	4.0%	1587	26.4%
non Hispanic or Latino	2588	1699	65.6%	110	4.3%	779	30.1%
Hispanic or Latino	629	357	56.8%	20	3.2%	252	40.1%

The table below provides additional information regarding enrollments for inmates who have been coded in a specific medical activity classification. The descriptions are used in this report to approximate individuals that may have various levels of limiting health conditions.

Medical Activity Classification Description and Enrollment Status

Medical Activity Class		Inmate Releases	Releases Eligible	Percentage Eligible	Releases Denied	Percentage Denied	Did Not Apply	Percentage Not Applying
Any Activity	M	7197	4840	67.3%	269	3.7%	2088	29.0%
	F	766	576	75.2%	48	6.3%	142	18.5%
Any Activity	Total	7963	5416	68.0%	317	4.0%	2230	28.0%
Light Activity	M	340	229	67.4%	18	5.3%	93	27.4%
	F	63	47	74.6%	6	9.5%	10	15.9%
Light Activity	Total	403	276	68.5%	24	6.0%	103	25.6%
Moderate Activity	M	424	295	69.6%	14	3.3%	115	27.1%
	F	53	47	88.7%	1	1.9%	5	9.4%
Moderate Activity	Total	477	342	71.7%	15	3.1%	120	25.2%
No Work Status	M	112	78	69.6%	5	4.5%	29	25.9%
	F	11	8	72.7%	0	0.0%	3	27.3%
No Work Status	Total	123	86	69.9%	5	4.1%	32	26.0%
PE Refused - No Work	M	22	18	81.8%	0	0.0%	4	18.2%
	F	6	3	50.0%	0	0.0%	3	50.0%
Refused PE-No Work Status	Total	28	21	75.0%	0	0.0%	7	25.0%
Inmates With Defined Status	Total	8994	6141	68.3%	361	4.0%	2492	27.7%

The table below provides additional information regarding enrollments for inmates with serious mental illnesses (MH-2A) and severe personality disorders (MH-2B).

Mental Health Classification and Enrollment Status

Mental Health Code	Gender	Inmate Releases	Releases Eligible	Percentage Eligible	Releases Denied	Percentage Denied	Did Not Apply	Percentage Not Applying
MH-0	M	4975	3138	63.1%	182	3.7%	1655	33.3%
	F	183	125	68.3%	17	9.3%	41	22.4%
MH-0 Total		5158	3263	63.3%	199	3.9%	1696	32.9%
MH-1	M	2616	1887	72.1%	109	4.2%	620	23.7%
	F	545	414	76.0%	27	5.0%	104	19.1%
MH-1 Total		3161	2301	72.8%	136	4.3%	724	22.9%
MH-2A	M	564	440	78.0%	20	3.5%	104	18.4%
	F	180	147	81.7%	9	5.0%	24	13.3%
MH-2A Total		744	587	78.9%	29	3.9%	128	17.2%
MH-2B	M	41	37	90.2%	0	0.0%	4	9.8%
	F	32	19	59.4%	2	6.3%	11	34.4%
MH-2B Total		73	56	76.7%	2	2.7%	15	20.5%

### **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, 2017, through June 30, 2018. 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. Additional information is required for the two individuals determined eligible without an agency listed.

Eligibility Determination by Income Maintenance Agency

Consortia	Inmate Releases	Releases Eligible	Percentage of Releases Eligible
Capital Consortium	895	739	82.6%
Western Consortium	314	236	75.2%
State Consortium	2448	1929	78.8%
Bay Lake Consortium	620	498	80.3%
Northern Consortium	309	242	78.3%
East Central Partnership	678	552	81.4%
Moraine Lakes Consortium	677	554	81.8%
Kenosha Racine Consortium	677	502	74.2%
IM Tribal Agency	19	4	21.1%
Great Rivers Consortium	446	353	79.1%
Southern Consortium	470	369	78.5%
Central Consortium	330	259	78.5%
N/A	1344	2	0.1%
<b>TOTALS</b>	<b>9227</b>	<b>6239</b>	<b>67.6%</b>

The table below 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 may be reduced in FY19 due to a recent communication from the DHS CARES Call Center to Income Maintenance Agency staff clarifying application processes for this population.

#### Top 10 Most Common Denial Reasons

Denial Reasons (Most to Least Common)	Occurrences
141  Does not meet program requirements.	1239
112  Did not verify answers.	688
077  Your renewal has not been completed.	469
681  Individual is incarcerated.	230
014  Income exceeds the net income limit.	229
570  Individual BC+ eligibility explored in other type of BCP AG.	159
625  Medicare entitled.	151
068  Already receives Medical Assistance through SSI.	139
697  Individual is not requesting healthcare and must apply separately.	115
114  Primary person requested to exclude this person.	112



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