AUDIT OF THE FEDERAL BUREAU OF PRISONS
RESIDENTIAL REENTRY CENTER CONTRACT WITH
GLORY HOUSE, INC.
CONTRACT NO. DJB200112
SIOUX FALLS, SOUTH DAKOTA

U.S. Department of Justice
Office of the Inspector General
Audit Division

Audit Report GR-60-14-016
July 2014

REDACTED – FOR PUBLIC RELEASE
The Office of the Inspector General (OIG), Audit Division, has completed an audit of the Federal Bureau of Prisons (BOP) Contract No. DJB200112, awarded to Glory House, Inc. The purpose of the contract is to operate and manage the Residential Reentry Center (RRC) located in Sioux Falls, South Dakota (Sioux Falls RRC). A requirements contract was awarded for the Sioux Falls RRC on August 7, 2012, which had an estimated award amount of over $9 million for the base period and three option years. Actual costs for the base period (through November 30, 2013) were $1,513,850, as shown in Exhibit 1.

### EXHIBIT 1: CONTRACT PERIOD AND COSTS

<table>
<thead>
<tr>
<th>Contract Period</th>
<th>From</th>
<th>To</th>
<th>Estimated Cost (through 11/30/13)</th>
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</tr>
</thead>
<tbody>
<tr>
<td>Base Period</td>
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<td>$3,547,800</td>
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<tr>
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Source: The contract and the list of contract-related expenditures

The BOP utilizes RRCs to transition inmates into communities prior to their release from incarceration. Inmates participating in release programming at RRCs remain in federal custody while serving the remainder of their sentences. At the same time, the inmates are allowed to work, visit with family members, and engage in a limited range of activities. According to the BOP, RRCs provide a structured, supervised environment, along with support in job placement, counseling, and other services to facilitate successful reentry into the community after incarceration.

The objective of our audit was to review performance in the following areas: (1) BOP monitoring activities, (2) RRC policies and procedures, (3) RRC personnel, (4) RRC resident accountability, (5) RRC programs and activities, (6) billings, and (7) BOP contract solicitation and award.

We tested compliance with what we consider to be the most important conditions of the contract. Unless otherwise stated in this report, the criteria we

* The Office of the Inspector General has redacted procurement-sensitive information that cannot be publicly released.
Our audit disclosed that the Sioux Falls RRC did not always comply with the criteria outlined in the BOP SOW for RRC operations. Specifically, the Sioux Falls RRC did not always: (1) update the Individualized Program Plans in a timely manner, or with the detail required by the SOW; (2) submit inmate release plans and terminal reports in a timely manner; and (3) conduct monthly inmate vehicle searches.

Based on our audit results related to BOP Contract No. DJB200112, we make three recommendations to improve the management and oversight of the contract. These items are discussed in detail in the Finding and Recommendations section of the report. Our audit objectives, scope, and methodology are discussed in Appendix I.
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SIOUX FALLS, SOUTH DAKOTA

TABLE OF CONTENTS

INTRODUCTION ......................................................................................................................... 1
Background ............................................................................................................................... 1
OIG Audit Approach ................................................................................................................ 2

FINDING AND RECOMMENDATIONS ....................................................................................... 3
Compliance with SOW Requirements ....................................................................................... 3
  Inmate Individualized Program Plans ....................................................................................... 3
  Inmate Release ......................................................................................................................... 3
  Inmate Vehicle Searches ......................................................................................................... 4
  Inmate Employment ............................................................................................................... 4
  Inmate Drug Testing .............................................................................................................. 5
  Inmate Security and Accountability ....................................................................................... 5
  Escapes ................................................................................................................................. 5
  Employee Training and Background Checks .......................................................................... 6
  Inmate Arrival and Intake ....................................................................................................... 6
Billings and Invoices ................................................................................................................ 6
  Inmate Subsistence ............................................................................................................... 6
Contract Solicitation and Award of Contract .......................................................................... 7
Monitoring ............................................................................................................................. 7
Recommendations .................................................................................................................. 8

APPENDIX I – OBJECTIVES, SCOPE, AND METHODOLOGY ................................................. 9
APPENDIX II – SIOUX FALLS RRC’S RESPONSE TO THE DRAFT REPORT ....................... 10
APPENDIX III – FEDERAL BUREAU OF PRISONS’ RESPONSE TO THE DRAFT REPORT ........ 12
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INTRODUCTION

The Office of the Inspector General (OIG), Audit Division, has completed an audit of the Federal Bureau of Prisons (BOP) Contract No. DJB200112, awarded to Glory House, Inc. The purpose of the contract is to operate and manage the Residential Reentry Center (RRC) located in Sioux Falls, South Dakota (Sioux Falls RRC). A requirements contract was awarded for the Sioux Falls RRC on August 7, 2012, which had an estimated award amount of over $9 million for the base period and three option years. Actual costs for the base period (through November 30, 2013) were $1,513,850, as shown in Exhibit 1.

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Source: The contract and the list of contract-related expenditures

Background

The BOP utilizes RRCs to transition inmates into communities prior to their release from incarceration. Inmates participating in release programming at RRCs remain in federal custody while serving the remainder of their sentences. At the same time, the inmates are allowed to work, visit with family members, and engage in a limited range of activities. According to the BOP, RRCs provide a structured, supervised environment, along with support in job placement, counseling, and other services to facilitate successful reentry into the community after incarceration. Generally, the RRCs operate under the BOP Statement of Work (SOW) for RRC operations.

The Sioux Falls RRC is a 45-bed facility housing both male and female inmates. As shown in Exhibit 2, the BOP pays the contractor a per diem rate, which is the price per inmate, per day based on the actual inmate count at the Sioux Falls RRC.
EXHIBIT 2: PAYMENT RATE

<table>
<thead>
<tr>
<th>Contract Period</th>
<th>Estimated Man-days</th>
<th>Per diem rate</th>
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Source: The contract

OIG Audit Approach

The objective of our audit was to review performance in the following areas: (1) BOP monitoring activities, (2) RRC policies and procedures, (3) RRC personnel, (4) RRC resident accountability, (5) RRC programs and activities, (6) billings, and (7) BOP contract solicitation and award.

We tested compliance with what we consider to be the most important conditions of the contract. Unless otherwise stated in this report, the criteria we audited against are contained in the BOP SOW and the contract.

The results of our audit were based on interviews with essential personnel and documentation provided to us by both the BOP and the Sioux Falls RRC. Our audit included reviewing inmate files at the Sioux Falls RRC, as well as the testing of accounting and billing records from the effective date of the contract, September 1, 2012, through November 30, 2013.
FINDING AND RECOMMENDATIONS

The Sioux Falls RRC did not always comply with the criteria outlined in the BOP SOW for RRC operations. Specifically, the Sioux Falls RRC did not always: (1) update the Individualized Program Plans in a timely manner, or with the detail required by the SOW; (2) submit inmate release plans and terminal reports in a timely manner; and (3) conduct monthly inmate vehicle searches. Based on our audit results, we make three recommendations to improve the management and oversight of the contract.

Compliance with SOW Requirements

Inmate Individualized Program Plans

During an inmate’s first 2 weeks at the RRC, the RRC must complete an Individualized Program Plan (IPP) that addresses all of the inmate’s needs and includes a timetable for achievement of these goals. Additionally, these IPPs must be updated and signed by both the inmate and the inmate’s case manager. During an inmate’s first 6 weeks at an RRC these updates are conducted weekly, and bi-weekly after the first 6 weeks. During our review of 25 inmate case files, we found that IPPs were required for 24 inmates. We found that the IPPs were not updated timely for all 24 inmates because RRC officials were using a longer IPP update timeframe from the SOW of a prior contract. Additionally, the IPP updates were not filled out with the detailed information required by the SOW.

We recommend that the BOP ensure that the Sioux Falls RRC complies with SOW requirements to update the inmate IPPs timely, and complete them with the detail required by the SOW.

Inmate Release

RRCs are required to submit a proposed release plan to the U.S. Probation Officer at least 6 weeks prior to the inmate’s release date. During our review of 25 inmate case files, we found that the release plans were not submitted timely to the U.S. Probation Officer for 11 inmates (61 percent) out of the 18 inmates who were required to have their release plans submitted at least 6 weeks prior to their release. The release plans which were not submitted timely to the U.S. Probation Officer were submitted between 1 to 5 weeks late. We also found one inmate (6 percent) for whom a release plan was not sent to the U.S. Probation Officer.

The RRC must also complete a terminal report within 5 working days of an inmate’s release. We found that terminal reports were not submitted timely for

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1 One inmate was returned to a BOP facility after 10 days at the RRC.

2 Release plans are not required for inmates granted Full Term Release with no supervision subsequent to release from the RRC.
5 inmates (20 percent) of the 25 inmates in our sample. The terminal reports that were not submitted to the BOP timely were between 1 and 139 working days late. We also found 10 terminal reports (40 percent) were not filled out with the detailed information required by the SOW. We found no instances of inmate case files missing terminal reports.

We recommend that the BOP ensure that the Sioux Falls RRC complies with SOW requirements to ensure that inmate release plans are submitted to the U.S. Probation Officer timely, and that terminal reports are submitted to the BOP timely and with the detail required by the SOW.

_Inmate Vehicle Searches_

Inmates at the RRC may be granted driving privileges. This is normally done for employment purposes. The RRC must conduct searches of inmates’ vehicles at least once per month. We found 6 inmates in our sample of 25 inmates who were granted driving privileges. We found that four of the six inmates (67 percent) granted driving privileges were not always subject to monthly vehicle searches.

We recommend that the BOP ensure that the Sioux Falls RRC complies with SOW requirements to conduct searches of inmates’ vehicles at least once per month.

_Inmate Employment_

Inmates are expected to be employed within 21 calendar days after their completion of the RRC's orientation program. The RRC must grant written approval for each job an inmate acquires. The RRC must also verify employment by conducting an on-site visit during the first 7 calendar days of employment. Thereafter, at least monthly, the RRC is required to contact the inmate's employment supervisor by phone or site visit to substantiate attendance and discuss any problems which may have arisen.

During our review of 25 inmate case files, we found that 23 inmates were employed while at the RRC. The required initial employment verification was not conducted timely for one inmate (4 percent), and was not conducted at all for one inmate (4 percent). The initial employment verification that was not conducted within 7 calendar days was 1 day late. We also found that the required subsequent monthly employment verifications were not always conducted for one inmate (4 percent). This inmate was missing two subsequent monthly employment verifications. We discovered no instances of missing RRC approvals of inmate employment.

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3 The same inmate was missing the initial and subsequent monthly employment checks. RRC officials stated that they were not aware that these checks were required for this specific inmate because the inmate worked as a volunteer.
We consider the number of missing and late employment verifications to be immaterial; therefore, we are not making any recommendations related to this issue.

**Inmate Drug Testing**

An inmate known to have a history of drug abuse, or who is suspected of illegal drug use, must be tested for illegal substances no less than four times per month. During our review of the 25 inmate case files, we found that all 25 inmates were tested for illegal substances while at the RRC. Not all mandatory drug tests were conducted for one inmate. This one inmate was missing one drug test for one month during their 6 month stay at the RRC. This resulted in 1 missing drug test out of the more than 360 required drug tests for the 25 inmates in our sample.

We consider the number of missing drug tests to be immaterial; therefore, we are not making any recommendations related to this issue.

**Inmate Security and Accountability**

RRCs must be able to locate and verify the whereabouts of inmates at all times. RRCs must contact the inmate either by telephone or in-person at random times at work, at home, or at authorized destinations to maintain accountability. The RRC must conduct these checks at a frequency that ensures accountability and commensurate with the accountability risks of each individual inmate. RRCs can only authorize an inmate to leave the facility through sign-out procedures and only for an approved program activity. Approved program activities typically include job searches, employment, religious services, and visitations with family and friends. During authorized absences, the RRC is still responsible for inmate accountability.

Pursuant to the SOW, documentation of an inmate’s movement in and out of RRCs must include, at a minimum: staff initials, the inmate’s full name and register number, type of inmate, time out, destination, purpose, authorized return time, time in, and a section for special comments. Passes may be used by RRCs for approved inmate absences overnight and on weekends. RRCs must make accountability checks for inmates away on passes at least twice a day.

We examined the sign-out logs and passes for all 25 inmates in our sample, and discovered no instances of sign-out logs or passes being incomplete.

**Escapes**

If an inmate fails to return to the facility at their required time, the RRC must attempt to locate the inmate. Once all efforts to locate the inmate fail, the inmate is considered an escapee. The RRC is then required to contact the BOP Regional Reentry Manager to place the inmate on escape status. Once an inmate is placed on escape status, the RRC must prepare an incident report and conduct a disciplinary hearing. One inmate from the 25 case files reviewed was placed on
escape status. We found that RRC personnel prepared an incident report and conducted a disciplinary hearing for the one escapee.

**Employee Training and Background Checks**

The BOP requires all RRC staff to obtain clearance before working with inmates. We reviewed a sample of 15 employee files, including the files for the RRC Facility Director and Social Services Coordinator. We found no instances of employees working with inmates prior to obtaining clearance.

The BOP requires all RRC staff to attend new employee training, as well as annual refresher training, to inform employees of the rules and regulations related to operating an RRC. We found no instances of employees not attending the required trainings.

**Inmate Arrival and Intake**

Upon their arrival, inmates are required to sign and date an orientation checklist. In addition, the inmates are also required to sign: (1) an initial intake information form, (2) an acknowledgment of receipt of the RRC's disciplinary policies, and (3) a release of information consent form. Additionally, an acknowledgement of RRC rules and a subsistence agreement form must be completed and kept in the inmate's file. We found no indication that arrival and intake interviews were not conducted or that required documentation was missing.

**Billings and Invoices**

The BOP pays the contractor a per diem rate, which is the price per inmate, per day based on the actual inmate count at the Sioux Falls RRC. We compared the RRC billings with the BOP SENTRY database for each month from September 1, 2012, through November 30, 2013, and found no discrepancies in the billings.

Medical expenses for inmates are paid by the RRC. The RRC requests reimbursement from the BOP during the next monthly billing. Supporting documentation is required to accompany the reimbursement request. We examined all 14 monthly medical reimbursement requests during the audit period and found all contained proper supporting documentation.

**Inmate Subsistence**

To promote financial responsibility, the BOP requires inmates to make subsistence payments to RRCs each payday to help defray the cost of their confinement. Most inmates are required to pay 25 percent of their gross income, although waivers may be granted. RRCs are responsible for collecting the full

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4 Developed in-house beginning in the mid-1970s, SENTRY is used to collect, maintain, and report all inmate information that is critical to the safe and orderly operation of the BOP facilities.
subsistence payments due. The RRCs are required to reduce the monthly billings to the BOP by the amount of subsistence payments collected.

Of the 22 inmates in our sample who had paid employment while at the RRC, we found no instances of the required subsistence not being collected from the inmates.

**Contract Solicitation and Award of Contract**

On August 7, 2012, the BOP awarded a contract to Glory House, Inc. to provide community-based residential correctional services by operating the Sioux Falls RRC. These services include employment, inmate development, and other self-improvement opportunities to assist federal inmates during the transition from prison to the community.

The solicitation process used to acquire inmate residential reentry services for Sioux Falls, South Dakota, and the subsequent awarding of the contract to the Sioux Falls RRC was in accordance with the Federal Acquisition Regulation (FAR). The request for bids was advertised on FedBizOpps.gov as required, and the BOP officials received and evaluated bids in accordance with the FAR.

**Monitoring**

The BOP is required to conduct regular monitoring of all RRC contractors to ensure compliance with applicable laws, regulations, policies, contract requirements, and to ensure that fraud, waste, abuse, mismanagement, and illegal acts are prevented, detected, and reported. These monitoring visits include pre-occupancy inspections, unannounced interim monitoring inspections, and full monitoring inspections.

We reviewed all five monitoring reports which occurred during the contract period. We found no instances of missing BOP monitoring inspections. We found no repeat deficiencies identified in the monitoring reports. We found that the Sioux Falls RRC took steps to address deficiencies identified by the BOP.
**Recommendations**

We recommend that the BOP ensure that the Sioux Falls RRC complies with the SOW requirements to:

1. Update the inmate IPPs timely, and complete them with the detail required by the SOW.

2. Ensure that inmate release plans are submitted to the U.S. Probation Officer timely, and that terminal reports are submitted to the BOP timely and with the detail required by the SOW.

3. Conduct searches of inmates' vehicles at least once per month.
OBJECTIVES, SCOPE, AND METHODOLOGY

The objective of our audit was to review performance in the following areas: (1) BOP monitoring activities, (2) RRC policies and procedures, (3) RRC personnel, (4) RRC resident accountability, (5) RRC programs and activities, (6) billings, and (7) BOP contract solicitation and award.

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives. Our audit concentrated on the inception of the contract on August 7, 2012, through November 30, 2013.

We performed sample testing on inmate case files and employee files. In this effort, we employed a judgmental sampling design to verify that SOW requirements were met for all files reviewed. We selected a sample of 25 inmate case files, out of the 78 inmate case files, that were at the RRC during the contract period for Contract No. DJB200112. We also selected a sample of 15 employee case files, out of 75 employee case files, that were at the RRC during the contract period. This non-statistical sample design does not allow projection of the test results to the universe from which the sample was selected.

We also reviewed all billing and invoice records from September 1, 2012, through November 30, 2013. Finally, we reviewed all BOP monitoring reports of the Sioux Falls RRC from September 1, 2012, through October 31, 2013.

In addition, we verified the Sioux Falls RRC invoice and payment records against BOP records to assess the accuracy of billings; however, we did not test the reliability of the financial management system as a whole. We determined that the contractor’s records were sufficiently reliable to meet the objectives of this audit.
June 2, 2014

Mr. David M Sheeren
Regional Audit Manager
Denver Regional Audit Manager
Office of the Inspector General
U.S. Department of Justice
1120 Lincoln Street
Suite 1500
Denver, CO 80203

Dear Mr. Sheeren:

The Glory House appreciates an opportunity to respond to the recommendations suggested by the OIG.

Our agency has a long contractual relationship with the Federal Bureau of Prisons. This relationship has spanned approximately 30 years. During this time we have maintained our contractual responsibilities and have actually exceeded many of the requirements. Our two primary accreditations attest to the agencies commitment in providing quality and impactful services while maintaining a safe community for all. Glory House has been accredited by the American Correctional Association since 2007 and by the Department of Social Services since 1989. Since 1968 our agency has served offenders and the community.

The OIG found a total of three items during its audit. Two of the items noted were based on the timeliness and the details of certain treatment documentation. The third item noted was based on accountability of an offender. It is gratifying that the following areas were cited as acceptable: billing process, subsistence collection, personnel files, the inmate alcohol and drug testing, sign in/out procedures, inmate reentry programming as well as activities.
The first of the three items cited refers to the Individualized Program Plan which in some cases were not done within the time frame specified by the SOW, nor to the detail that the SOW requires. Glory House concurs with this finding. Our corrective action has thus far been to educate the appropriate staff on February 19, 2014 of the SOW expectation and then to again remind them on March 5, 2014. Going forward the Associate Director has incorporated this into the Quality of Care review that is done quarterly. This item will also be incorporated into our internal audit that is completed for the BOP.

The second of the three items cited refers to the inmate release plans. According to the audit, some of these were not being done timely, as specified by the SOW. Glory House again concurs with the OIG finding. Our corrective action has thus far been to educate the appropriate staff on February 19, 2014 of the SOW expectation and then to again remind them on March 5, 2014. Going forward the Associate Director has incorporated this into the Quality of Care review that is done quarterly. This item will also be incorporated into our internal audit that is completed for the BOP.

The final item cited by the OIG refers to vehicle searches that are to occur at least monthly. Glory House concurs with this finding. Our corrective action has thus far been to educate the appropriate staff on February 19, 2014 of the SOW expectation and then to again remind them on March 5, 2014. To ensure ongoing compliance the facility manager has made a vehicle search schedule for each month and has the responsibility to see that it is being done. This item will also be incorporated into our internal audit that is completed for the BOP.

I am hoping this will address the concerns and expectations of the OIG as well as the BOP.

Sincerely,

Dave Johnson, MS, LPC
Executive Director
MEMORANDUM FOR DAVID SHEEREN
REGIONAL AUDIT MANAGER
OFFICE OF THE INSPECTOR GENERAL

FROM: Charles E. Samuels, Jr., Director


The Bureau of Prisons (BOP) appreciates the opportunity to respond to the open recommendations from the draft report entitled Audit of the Federal Bureau of Prisons Residential Reentry Center Contract with Glory House, Inc. Contract No. DJB200112 Sioux Falls, South Dakota.

Please find the Bureau’s response to the recommendations below:

Recommendation 1: Ensure that the Sioux Falls RRC complies with the SOW requirements to update the inmate IPPs timely, and complete them with the detail required by the SOW.

BOP’s Response: The BOP concurs with the recommendation. The contractor is required to timely update inmates’ Individualized Program Plans (IPP), using sufficiently detailed information, as required by the SOW. This documentation is reviewed by the BOP during contract monitorings of the facility. The next site visit is scheduled for the week of July 14, 2014. The Bureau will continue to place emphasis on this area during future monitorings of this facility. RRM staff will follow-up accordingly with the contractor.
regarding any deficiencies which are identified. Therefore, BOP requests this recommendation be closed.

**Recommendation 2:** Ensure that the Sioux Falls RRC complies with the SOW requirements that inmate release plans are submitted to the U.S. Probation Officer timely, and that terminal reports are submitted to the BOP timely and with the detail required by the SOW.

**BOP’s Response:** The BOP concurs with the recommendation. The contractor is required to submit inmates’ proposed release plans to the U.S. Probation Officer at least six weeks prior to their release dates. Additionally, the contractor is required to complete a terminal report within five working days of an inmate’s release, using sufficiently detailed information. This documentation is reviewed by the BOP during contract monitorings of the facility. The next site visit is scheduled for the week of July 14, 2014. The Bureau will continue to place emphasis on this area during future monitorings of this facility. RRM staff will follow-up accordingly with the contractor regarding any deficiencies which are identified. Therefore, BOP requests this recommendation be closed.

**Recommendation 3:** Ensure that the Sioux Falls RRC complies with the SOW requirements to conduct searches of inmates’ vehicles at least once per month.

**BOP’s Response:** The BOP concurs with the recommendation. The contractor is required to conduct searches of inmates’ vehicles at least once per month. This documentation is reviewed by the BOP during contract monitorings of the facility. The next site visit is scheduled for the week of July 14, 2014. The Bureau will continue to place emphasis on this area during future monitorings of this facility. RRM staff will follow-up accordingly with the contractor regarding any deficiencies which are identified. Therefore, BOP requests this recommendation be closed.

If you have any questions regarding this response, please contact Sara M. Revell, Assistant Director, Program Review Division, at (202) 353-2302.
OFFICE OF THE INSPECTOR GENERAL
ANALYSIS AND SUMMARY OF ACTIONS
NECESSARY TO CLOSE THE REPORT

The OIG provided a draft of this audit report to the Sioux Falls RRC and the BOP. The responses are incorporated into Appendices II and III of this final report. The following provides the OIG analysis of the responses and summary of actions necessary to close the report.

Recommendation:

1. **Update the inmate IPPs timely, and complete them with the detail required by the SOW.**

   **Resolved.** The BOP concurred with our recommendation that it ensure that the Sioux Falls RRC complies with the SOW requirements to update the inmate IPPs timely, and complete them with the detail required by the SOW. The BOP indicated that it will monitor this requirement during its next onsite inspection.

   In its response, the Sioux Falls RRC concurred with our recommendation and stated that education has been provided to the appropriate staff. The RRC Associate Director has also added this item to the RRC’s quarterly Quality of Care reviews, and it has also been incorporated into the RRC’s internal audit.

   This recommendation can be closed when we receive documentation supporting that the BOP has verified during its onsite inspection that the Sioux Falls RRC complies with the SOW requirements to update the inmate IPPs timely, and complete them with the detail required by the SOW.

2. **Ensure that inmate release plans are submitted to the U.S. Probation Officer timely, and that terminal reports are submitted to the BOP timely and with the detail required by the SOW.**

   **Resolved.** The BOP concurred with our recommendation that it ensure that the Sioux Falls RRC complies with the SOW requirements to ensure that inmate release plans are submitted to the U.S. Probation Officer timely, and that terminal reports are submitted to the BOP timely and with the detail required by the SOW. The BOP indicated that it will monitor this requirement during its next onsite inspection.
In its response, the Sioux Falls RRC concurred with our recommendation and stated that education has been provided to the appropriate staff. The RRC Associate Director has also added this item to the RRC's quarterly Quality of Care reviews, and it has also been incorporated into the RRC's internal audit.

This recommendation can be closed when we receive documentation supporting that the BOP has verified during its onsite inspection that the Sioux Falls RRC complies with the SOW requirements to ensure that inmate release plans are submitted to the U.S. Probation Officer timely, and that terminal reports are submitted to the BOP timely and with the detail required by the SOW.

3. **Conduct searches of inmates’ vehicles at least once per month.**

   **Resolved.** The BOP concurred with our recommendation that it ensure that the Sioux Falls RRC complies with the SOW requirements to conduct searches of inmates’ vehicles at least once per month. The BOP indicated that it will monitor this requirement during its next onsite inspection.

   In its response, the Sioux Falls RRC concurred with our recommendation and stated that education has been provided to the appropriate staff. The RRC Facility Manager has also created a vehicle search schedule for each month, and will be responsible for ensuring it is being followed. This item has also been incorporated into the RRC’s internal audit.

   This recommendation can be closed when we receive documentation supporting that the BOP has verified during its onsite inspection that the Sioux Falls RRC complies with the SOW requirements to conduct searches of inmates’ vehicles at least once per month.