



# SONOMA COUNTY SHERIFF'S OFFICE

EDDIE ENGRAM  
Sheriff-Coroner

JAMES NAUGLE  
Assistant Sheriff  
Law Enforcement Division

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## FY 21-22 Inmate Welfare Trust Fund Annual Report

The Inmate Welfare Trust Fund Annual Report serves to meet the requirement outlined in the California Penal Code, Section 4025(e) which requires that an itemized report of trust fund expenditures be submitted annually to the Board of Supervisors.

The Sheriff's Office oversees the operation of two separate trust funds: the Inmate Welfare Trust Fund and the Jail Stores Trust Fund. The Inmate Welfare Trust holds funds used for the benefit, education, and welfare of incarcerated persons confined within the County jail and is managed by the Inmate Welfare Trust Committee. The Jail Stores Trust was established as the operating fund for the jail commissary, the profits/commission from which are deposited in the Inmate Welfare Trust Fund. This Annual Report describes internal and external factors that impacted the Trust budgets and commissary operations in FY 21-22 and provides detailed lists of revenue and expenditures in Exhibits A and B.

Several factors served to make FY 21-22 a transition year for both Trusts:

- The CA Public Utilities Commission (CPUC) adopted an interim rate cap on August 19, 2021 that resulted in the elimination of phone revenue to the Sheriff's Office effective October 7, 2021. The revenue loss is significant: the Trust received \$271,305 in FY 19-20 and \$144,566 in FY 20-21 (less due to the lower jail population and the distribution of free phone cards to incarcerated persons during the pandemic). FY 21-22 was the last year the Trust received phone revenue, but only through October 6. Total revenue was \$61,691.
- A vendor was selected to implement a new commissary management system in the jail effective March 2022; therefore, the Sheriff's Office no longer buys and sells commissary inventory. The Jail Stores profits transferred to the Inmate Welfare Trust as revenue have been replaced with commission from the third-party vendor.
- With the new Commissary management system, the Sheriff's Office has elected not to receive commission on an expanded list of hygiene and stationery products.
- The North County Detention Facility closed in November 2020 in response to the lower jail population caused by the pandemic. The facility has remained closed, eliminating vending machine revenue and expenditures.

### Inmate Welfare Trust Fund FY 21-22 Financial Summary

**Revenue:** As in prior years, revenue received in this fund in FY 21-22 came from: interest generated from the fund balance, commission on telephone services for incarcerated persons (partial year), the annual transfer of commissary proceeds from the Jail Stores Trust Fund, jail sign board revenue, kiosk commission, and miscellaneous prior year revenue (in this case, sales tax). As described above, the loss of phone revenue in all but the first quarter was substantial. As described below, revenue received in the Inmate Welfare Trust is used for inmate programs.

The incarcerated person population remained lower in FY 21-22 than pre-pandemic levels. In FY 21-22 the average daily population (ADP) was 685, compared to 1,073 in FY 18-19. Expenditures also remained lower than in typical pre-pandemic years. In FY 21-22 the Sheriff's Office continued to face challenges in providing programming at pre-pandemic levels, first because of continued COVID quarantines and restrictions for congregate living facilities, and later due to critical staffing shortages that continue to impact programming opportunities because sufficient staff is required to ensure the safety and security of both staff and incarcerated persons during all programming.

**Expenditures:** Funds are used for the benefit, education, and welfare of incarcerated persons confined within the County jail, and fall within the following three primary categories:

- Inmate Programs: a range of educational, vocational, literacy, legal, recreational and support services and supplies (books, religious accessories, school and art supplies, basketballs, etc.).
- Salary & Benefits for two Sheriff's Office staff: the Programs Correctional Deputy and Programs Admin Aide, who with the Programs Sergeant, work with community partners and detention Operations to facilitate the delivery of academic and other classes/services/activities in the housing modules and classrooms.
- Other Services & Supplies: TVs, cable, newspaper subscriptions, incentives for positive behavior, biannual Trust audits, copier and office supplies for Programs staff and the charter high school, welfare bags for indigent persons, and free phone calls during the pandemic through October 6, 2021.

The Inmate Welfare Trust received \$291,313 in revenue (including \$230,000 transferred from the Jail Stores Trust) and spent \$548,251 with a net cost of \$256,938. The ending fund balance was \$1,406,395.

For comparison, in FY 20-21, the Trust received \$616,435 in revenue and spent \$589,283 (net cost -\$27,152). In FY 19-20, revenue was \$830,522 and expenses were \$682,007 (net cost \$-148,516).

Exhibit A provides a detailed summary of the Inmate Welfare Trust revenues and expenditures for FY 21-22. Please note that this expenditure list does not represent all Programs services provided to incarcerated persons – it simply represents those funded by the Inmate Welfare Trust.

#### Jail Stores Trust Fund FY 21-22 Financial Summary

**Revenue:** Jail Stores Trust revenue has historically come from Commissary sales, inmate vending sales, and prior year revenue. As described above, FY 21-22 was a transition year, from a commissary operated entirely by the Sheriff's Office, to a new management system operated by a third-party vendor. Consequently, the first part of the year generated profits, and the latter part received revenue on a commission basis instead. There was no vending revenue because the North County Detention Facility was closed the entire fiscal year.

**Expenditures:** Jail Stores Trust expenditures also transitioned as a result of the operational change:

- Purchase of items for resale in Commissary: The switch to a third-party vendor for Commissary management in March 2022 significantly changed the way the jail store operates and budgets. Whereas past expenditures were primarily directed toward the purchase of products for resale, the introduction of the new management system made those purchases unnecessary. Most purchases have now been outsourced, and no longer move through the Jail Stores Trust budget.
- Payroll for Sheriff's Office staff for hours worked in Commissary: ordering, stocking merchandise; and the processing, packaging, and delivery of inmate Commissary orders to housing modules. Since the transition to the new system, staff work less in Commissary but still have responsibility for biweekly delivery throughout the facility, reconciling issues with missing or damaged products, and facilitating credits on inmate accounts as needed.
- Miscellaneous Expenses: administrative overhead, equipment maintenance, biannual audits, County ISD charges for two computers, lease of a copier, and store office supplies
- Operating transfer of profits/commission to the Inmate Welfare Trust: An operational transfer to the Inmate Welfare Trust occurs at year-end. In FY 21-22 it was a combination of profit and commission. Going forward, the source of funds for the year-end transfer will be the commissary commission, not profit.

The Jail Stores Trust received \$960,493 in revenue and recorded \$904,255 in expenditures (including \$230,000 transferred to the Inmate Welfare Trust) with a net cost of \$(56,238). The ending fund balance was \$147,217.

Exhibit B provides a detailed summary of Jail Stores Trust FY 21-22 revenue and expenditures.

EXHIBIT A  
**Inmate Welfare Trust Fund Annual Report**  
 Fiscal Year July 1, 2021 – June 30, 2022

<b>Beginning Fund Balance</b>		<b>\$1,663,332</b>
<b>REVENUE</b>		
	Interest on Pooled Cash	10,866
	Unrealized Gain / (Loss)	(53,097)
	Telephone Revenue	61,691
	Civil Process Services (Jail Sign Board Advertising)	43,575
	Charges for Services (Kiosk Commission)	1,325
	Prior Year Revenue Miscellaneous	(3,518)
	Refund (from General Fund per prior year audit)	471
	Transfer In from Jail Stores Trust	230,000
<b>Total Revenue</b>		<b>\$291,313</b>

EXHIBIT A (continued)  
**Inmate Welfare Trust Fund Annual Report**  
Fiscal Year July 1, 2021 – June 30, 2022

<b>EXPENDITURES</b>		
Services and Supplies		
Maintenance – Equipment		494
Accounting/Auditing Services (Auditor biannual audit)		15,250
Client Accounting Svcs. (Auditor phone commission reconciliation)		1,328
Other Professional Services (Cable TV at Main Adult Detention Facility)		13,178
Rents and Leases – Equip. (Copier for Programs and charter high school)		3,221
Training/Conference Expenses (CA Jail Programs Assoc conf., 2 staff)		1,269
Memberships/Certifications		175
Other Supplies (Inmate incentives)		11,793
Office Supplies (for Programs office)		104
Books/Media/Subscriptions (Press Democrat)		13,816
Minor Equipment/Small Tools (book carts, TVs, distance learning equip)		5,595
Computer Equipment/Accessories (iPads for distance learning)		1,733
Special Department Expense (Vocational nursery/horticulture program)		77,000
Support and Care of Persons (indigent commissary, welfare bags)		2,060
<b>Total Services and Supplies</b>		<b>\$147,016</b>
County Services Charges		
Programs Correctional Deputy		203,278
Programs Administrative Aide		101,298
<b>Total County Services Charges</b>		<b>\$304,576</b>
Inmate Education		
CA Parenting Institute (anger mgmt, parenting)		12,544
Friends Outside (inmate and family support)		23,712
Goodwill (job skills training)		9,360
Sonoma County Library (literacy, library services)		14,453
Legal Research Associates (law library services)		24,335
Religious supplies		136
Activities (holiday cards, art, composition, paper, basketballs)		654
Books (change, religious, book club, library, legal)		5,720
Other (includes \$5600 for special chairs for MH Unit)		5,745
<b>Total Inmate Education</b>		<b>\$96,659</b>
<b>Total Expenditures</b>		<b>\$ 548,251</b>
<b>Beginning Fund Balance</b>		<b>\$ 1,663,332</b>
<b>Ending Fund Balance</b>		<b>\$ 1,406,395</b>
<b>Change in Fund Balance</b>		<b>\$ (256,938)</b>

\* A total of \$893.95 was reimbursed to the Inmate Welfare Trust from the General Fund as PY Revenue in FY 22-23 to correct coding errors that charged the Trust instead of the General Fund in FY 21-22.

EXHIBIT B  
**Jail Stores Trust Fund Annual Report**  
Fiscal Year July 1, 2021 – June 30, 2022

<b>Beginning Fund Balance</b>		<b>\$90,979</b>
<b>REVENUE</b>		
	Unrealized Gain / (Loss)	(13,939)
	Commissary Commission (partial year)	165,052
	Commissary Sales (partial year)	809,552
	Prior Year Revenue – State sales tax	(172)
<b>Total Revenue</b>		<b>\$960,493</b>
<b>EXPENDITURES</b>		
<b>Commissary Merchandise</b>		
	Communication	21,030
	Food and Beverages	284,722
	Clothing/Personal Supplies	29,578
	Office Supplies	2,451
	Mail and Postage Supplies	8,191
<b>Total Merchandise Expenditures</b>		<b>\$345,972</b>
<b>Operating Expenditures</b>		
	Maintenance - Equipment	5,551
	Administrative Overhead	54,402
	County Audit Services	15,250
	Commissary Staff Payroll	239,414
	Rents and Leases – Equipment	2,701
	ISD Baseline Services	5,754
	Printing and Binding Supplies	5,211
<b>Total Operating Expenditures</b>		<b>\$328,283</b>
<b>Operational Transfer</b>		
	Transfer to Inmate Welfare Trust	<b>\$230,000</b>
<b>Total Expenditures &amp; Operating Transfers</b>		<b>\$904,255</b>
<b>Beginning Fund Balance</b>		<b>\$90,979</b>
<b>Ending Fund Balance</b>		<b>\$147,217</b>
<b>Change in Fund Balance</b>		<b>(\$56,238)</b>