



# SONOMA COUNTY SHERIFF'S OFFICE

EDDIE ENGRAM  
Sheriff-Coroner

JAMES NAUGLE  
Assistant Sheriff  
Law Enforcement Division

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Assistant Sheriff  
Detention Division

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## FY 22-23 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 22-23 and provides detailed lists of revenue and expenditures in Exhibits A and B.

Below are key factors that affected both Trusts in FY 22-23:

- FY 21-22 was a transition year for both Trusts, including loss of phone revenue as a result of the CPUC interim rate cap, and moving from a traditional jail store commissary operated by Sheriff's Office staff to a vendor-operated off-site commissary management system. FY 22-23 was the first full year without phone revenue, and with the Jail Stores Trust receiving commission instead of profit for Jail Store commissary operations.
- Commissary management services have been outsourced since March 2022. While it's too soon to identify trends or draw conclusions based on just one full year of data, the following can be reported: In FY 20-21, \$415,352 in profit was transferred from the Jail Stores Trust to the Inmate Welfare Trust. In FY 21-22, the transition was made from profit to commission, and \$230,000 was transferred. In FY 22-23, the first full year of a commission-based system, \$261,300 was transferred to the Inmate Welfare Trust plus a \$30,000 supplemental transfer after year-end close. The amount of time Detention staff spent on commissary work has decreased as a result of the new system, as reflected in the Jail Store Trust expenses for labor (even though salary and benefit costs have increased each year). Expenses for staff time spent on commissary operations were \$215,597 in FY 20-21, \$239,415 in FY 21-22, and \$116,909 in FY 22-23.

- The current phone services provider at the detention facility agreed to make enhanced services tablets available to enable delivery of movie, music, text message and video visiting services to incarcerated individuals while also offering a new revenue source for the Inmate Welfare Trust Fund. Due to supply chain issues causing a delay in receiving and implementing the tablets, the provider agreed to a \$1,500 monthly grant to the Inmate Welfare Trust until the tablet services were implemented. The grant revenue totaled \$18,000 for the year.

The North County Detention Facility closed in November 2020 in response to the lower jail population caused by the pandemic. In FY 22-23 the facility remained closed, and the horticulture program housed there was permanently closed. The closure eliminated all commissary activity from the facility as well as vending machine revenue and expenditures. In its final year, the horticulture program expenses were significantly reduced due to the closure of NCDF.

#### Inmate Welfare Trust Fund FY 22-23 Financial Summary

**Revenue:** As in prior years, revenue generated in this fund came from: interest generated from the fund balance, the annual receipt of commissary proceeds from the Jail Stores Trust Fund, jail sign board revenue, and bail bond service fee commission (AllPaid). Revenue included the phone provider's grant which was received for the entire year. As described below, revenue generated in the Inmate Welfare Trust is used primarily for programs for incarcerated persons.

The incarcerated person population remained lower in FY 22-23 than pre-pandemic levels. In FY 22-23 the average daily population (ADP) was 725 compared to 1,073 in FY 18-19. Expenditures also remained lower than in typical pre-pandemic years. The Sheriff's Office continued to face challenges in providing programs at pre-pandemic levels, primarily due to critical staffing shortages that continue to impact programming opportunities. Sufficient staff was required to ensure the safety and security of both staff and incarcerated persons during all programs.

**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:

- Programs for Incarcerated Persons: 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 at the direction of the Programs Sergeant, work with community partners and detention staff 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 Program staff and the charter high school, and welfare bags for indigent persons.

The Inmate Welfare Trust generated \$357,451 in revenue (including \$261,300 transferred from the Jail Stores Trust) and spent \$408,362 with a net cost of \$50,911. The ending fund balance was \$1,355,484.

For comparison, in FY 21-22, the Trust generated \$291,313 in revenue and spent \$548,251. The net cost was \$256,938. In FY 20-21, revenue was \$616,434 and expenses were \$589,283. The net cost was (\$27,152).

<b>INMATE WELFARE TRUST</b>	<b>FY 20-21</b>	<b>FY 21-22</b>	<b>FY 22-23</b>
Revenue	\$ 616,434	\$ 291,313	\$ 357,451
Expenditures	\$ 589,283	\$ 548,251	\$ 408,362
Net Cost	\$ (27,152)	\$ 256,938	\$ 50,911

Exhibit A provides a detailed summary of the Inmate Welfare Trust revenues and expenditures for FY 22-23. Please note that this expenditure list does not represent all Programs services provided to incarcerated persons – it only represents those funded by the Inmate Welfare Trust.

Jail Stores Trust Fund FY 22-23 Financial Summary

**Revenue:** Jail Stores Trust revenue has historically come from Commissary sales, vending sales, and prior year revenue. Vending sales were eliminated with closure of the NCDF in November 2020. Since March 2022 the Commissary is operated by a 3<sup>rd</sup> party vendor. Revenue is now generated on a commission basis from the 3<sup>rd</sup> party vendor instead of profit under the prior operating model.

**Expenditures:** Jail Stores Trust expenditures are described below:

- Purchase of items for resale in Commissary: The shift to a third-party vendor for Commissary management in March 2022 significantly changed the way the jail store operates and budgets. Where 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 are now outsourced, and no longer move through the Jail Stores Trust budget.
- Payroll for Sheriff’s Office staff for hours worked in Commissary: With the transition to the new commissary system, staff are no longer responsible for ordering and stocking merchandise or the processing and packaging of commissary orders. However, staff still have the responsibility of delivering commissary orders on a biweekly basis, processing any reconciling issues with missing or damaged products, and facilitating credits as needed.

- **Miscellaneous Expenses:** These may include administrative overhead, equipment maintenance, biannual audits, County ISD charges for one computer, the lease of a copier, and store office supplies.
- **Operating transfer of commission to the Inmate Welfare Trust:** An operational transfer to the Inmate Welfare Trust occurs at year-end. A supplemental operating transfer may take place when generated balance meets the threshold in accordance with the trust policy.

The Jail Stores Trust generated \$423,494 in revenue (including \$261,300 transferred to the Inmate Welfare Trust) and spent \$422,789 with a net cost of (\$704). The ending fund balance was \$147,922, sufficient to initiate an additional transfer after year-end close.

For comparison, in FY 21-22, the Trust generated \$960,493 in revenue and spent \$904,255. The net cost was (\$56,238). In FY 20-21, revenue was \$1,192,109 and expenses were \$1,214,868. The net cost was \$22,759.

<b>Jail Stores Trust</b>	<b>FY 20-21</b>	<b>FY 21-22</b>	<b>FY 22-23</b>
Revenue	\$ 1,192,109	\$ 960,493	\$ 423,494
Expenditures	\$ 1,214,868	\$ 904,255	\$ 422,789
Net Cost	\$ 22,759	\$ (56,238)	\$ (704)

Exhibit B provides a detailed summary of Jail Stores Trust FY 22-23 revenue and expenditures.

EXHIBIT A  
**Inmate Welfare Trust Fund Annual Report**  
 Fiscal Year July 1, 2022 – June 30, 2023

<b>Beginning Fund Balance</b>		<b>\$1,406,395</b>
<b>REVENUE</b>		
	Interest on Pooled Cash	27,817
	Unrealized Gain / (loss)	5,901
	Telephone Revenue	18,000
	Civil Process Services (jail sign board advertising)	43,050
	Charges for Services (kiosk commission)	338
	Prior Year Revenue Miscellaneous	1,044
	Refund (from General Fund per prior year audit)	0
	Transfer In from Jail Stores Trust	261,300
<b>Total Revenue</b>		<b>\$357,450</b>

EXHIBIT A (continued)  
**Inmate Welfare Trust Fund Annual Report**  
Fiscal Year July 1, 2022 – June 30, 2023

<b>EXPENDITURES</b>		
Services and Supplies		
	Maintenance – Equipment	566
	Accounting/Auditing Services (Auditor biannual audit)	0
	Client Accounting Svcs. (Auditor phone commission reconciliation)	0
	Other Professional Services (cable TV at Main Adult Detention Facility)	5,481
	Rents and Leases – Equip. (copier for programs and charter high school)	5,519
	Training/Conference Expenses (CA Jail Programs Assoc conf.)	867
	Memberships/Certifications	275
	Other Supplies (inmate incentives)	18,027
	Office Supplies (for programs office/assets)	355.43
	Books/Media/Subscriptions (Press Democrat/penal code books)	15,062
	Minor Equipment/Small Tools (TVs)	1,611
	Computer Equipment/Accessories (iPads for distance learning)	0
	Special Department Expense (vocational nursery/horticulture program)	21,600
	Support and Care of Persons (indigent commissary, welfare bags)	13,809
	<b>Total Services and Supplies</b>	<b>\$83,171</b>
County Services Charges		
	Programs Correctional Deputy	151,059
	Programs Administrative Aide	86,180
	<b>Total County Services Charges</b>	<b>\$237,240</b>
Inmate Education		
	CA Parenting Institute (anger mgmt, parenting)	0
	Friends Outside (inmate and family support)	26,247
	Goodwill (job skills training)	0
	Sonoma County Library (literacy, library services)	31,066
	Legal Research Associates (law library services)	22,894
	Religious supplies	0
	Activities (holiday cards, art, composition, paper, basketballs)	405.24
	Books (change, religious, book club, library, legal)	3,103
	Other (handballs, dominoes, TVs, Dice, etc..)	4,236
	<b>Total Inmate Education</b>	<b>\$ 87,951</b>
	<b>Total Expenditures</b>	<b>\$ 408,362</b>
	<b>Beginning Fund Balance</b>	<b>\$ 1,406,395</b>
	<b>Ending Fund Balance</b>	<b>\$ 1,355,484</b>
	<b>Change in Fund Balance</b>	<b>\$ (50,911)</b>

EXHIBIT B  
**Jail Stores Trust Fund Annual Report**  
Fiscal Year July 1, 2022 – June 30, 2023

<b>Beginning Fund Balance</b>		<b>\$147,217</b>
<b>REVENUE</b>		
	Unrealized Gain / (loss)	1,742
	Commissary Commission (full year)	445,728
	Commissary Sales (transfer of indigent credits)	2,801
	Prior Year Revenue – (overestimation of commission)	(26,778)
<b>Total Revenue</b>		<b>\$423,494</b>
<b>EXPENDITURES</b>		
<b>Commissary Merchandise</b>		
	Communication	0
	Food and Beverages	15,924
	Clothing/Personal Supplies	974
	Office Supplies	582
	Mail and Postage Supplies	0
<b>Total Merchandise Expenditures</b>		<b>\$17,480</b>
<b>Operating Expenditures</b>		
	Maintenance - Equipment	0
	Administrative Overhead	23,684
	County Audit Services	0
	Commissary Staff Payroll	116,909
	Rents and Leases – Equipment	455
	ISD Baseline Services	2,961
	Printing and Binding Supplies	0
<b>Total Operating Expenditures</b>		<b>\$144,009</b>
<b>Operational Transfer</b>		
	Transfer to Inmate Welfare Trust	<b>\$261,300</b>
<b>Total Expenditures &amp; Operating Transfers</b>		<b>\$422,789</b>
<b>Beginning Fund Balance</b>		<b>\$147,217</b>
<b>Ending Fund Balance</b>		<b>\$147,922</b>
<b>Change in Fund Balance</b>		<b>\$704</b>