Ocean County Board of Commissioners

OFFICE OF THE
OCEAN COUNTY COMMISSIONERS

Director Frank Sadeghi
Deputy Director Jennifier Bacchione
Commissioner Robert S. Arace
Commissioner Sam Ellenbogen
Commissioner Ray Gormley

101 Hooper Avenue
Toms River, New Jersey
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Board Meeting Agenda

Date: March 25, 2026 - 4:00 PM

Location: Administration Building
Room 119
101 Hooper Avenue
Toms River, NJ 08754

Agenda: Awarding a Contract for the furnishing and delivery of INMATE COMMISSARY AND BANKING SERVICES to Keefe Commissary Network LLC, the sole qualified bidder. (B2026-23)

Official Resolution#	**2026000366**
Meeting Date	03/25/2026
Introduced Date	03/25/2026
Adopted Date	03/25/2026
Agenda Item	n-3
CAF #	
Purchase Req. #	B2026-23
Result	Adopted

COUNTY COMMISSIONER	PRES.	ABS.	MOVE	SEC	AYE	NAY	ABST.
Sadeghi	✓				✓		
Bacchione	✓			✓	✓		
Arace	✓		✓		✓		
Ellenbogen	✓				✓		
Gormley	✓				✓		

I HEREBY CERTIFY THAT THIS DOCUMENT IS A TRUE, COMPLETE AND ACCURATE COPY OF THIS RESOLUTION, ADOPTED BY OCEAN COUNTY BOARD OF COMMISSIONERS, NJ AT THE MEETING REFERENCED THEREON

Michelle I. Gunther

Clerk Of The Board

RESOLUTION

March 25, 2026

WHEREAS, on February 3, 2026, pursuant to legal advertisements therefor, sealed bids were received for the furnishing and delivery of INMATE COMMISSARY AND BANKING SERVICES for the County of Ocean; and

WHEREAS, at the advertised time, one (1) response was received from the following bidders:

Name of Bidder	Address of Bidder
Keefe Commissary Network LLC	10880 Linpage Place St. Louis, MO 63132 (732) 248-2323

; and

WHEREAS, after the receipt and examination of same, the County Purchasing Agent has now recommended to this Board that the sole qualified bid, according to specifications, namely that of, KEEFE COMMISSARY NETWORK LLC, be accepted.

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COMMISSIONERS of the COUNTY OF OCEAN, STATE OF NEW JERSEY, as follows:

1. The Director and Clerk of this Board are hereby authorized and directed to enter into a contract for the furnishing and delivery of Inmate Commissary and Banking Services for the County of Ocean, for the contract period of three (3) years from April 21, 2026 through April 20, 2029, or until delivery is complete unless otherwise stated. The County reserves the right to extend the term of the contract pursuant to N.J.S.A. 40A:11-15. The County reserves the right to extend the contract for two (2) additional, one (1) year periods by mutual agreement between the County and the Contractor with no increase in base price.

A. KEEFE COMMISSARY NETWORK LLC for three (3) items,

to wit:

ITEM NOS. 1, 2 and 3.

2. Pursuant to N.J.A.C. 5:30-5.4, the County has established a reasonable estimated maximum dollar value of $150,000.00 for the term of this contract, based on historical procurement data for comparable goods or services. The County further reserves the right to increase quantities by up to twenty percent (20%) of the maximum awarded amount at the unit prices bid, in accordance with N.J.A.C. 5:30-11.3.

3. Funds for the materials or services described herein shall be made available through operating and expense (O&E) accounts, trust accounts, grant accounts, or capital accounts maintained by, but not limited to, the following departments: Corrections Department.

4. Payments for the materials and services to be acquired by these contracts shall be made upon the approval of vouchers submitted by the successful bidders in accordance with the requirements of the Board of Commissioners and subject to the Board of Commissioners customary procedures. Delivery shall be made upon receipt of a Purchase Order issued by the Ocean County Department of Purchase, upon which delivery locations and needed quantities shall be indicated.

5. The contract number must be placed on all papers, documents, invoices and vouchers pertaining to said contract, the number being B2026-23.

BE IT FURTHER RESOLVED that certified copies of this Resolution shall be made available to the County Auditor, Purchasing Department, Finance Department, Corrections Department and Keefe Commissary Network LLC, the successful bidder.

PRICE TABLES

INMATE COMMISSARY AND BANKING SERVICES

Line Item	Description	Unit of Measure	Percentage Offered (NOT LESS THAN)	Start-Up Lead Time (# of days)
1	The successful bidder shall pay to the Ocean County Department of Corrections the following percentage of Gross Revenues from all commissary sales.	%	30%	
2	Percentage Discount Offered for Items Purchased by the County. This line item shall cover any items purchased from the Catalog for inmates.	%	0%	

WELFARE KITS

*Costs of Welfare Kits may increase over the course of this contract due to changes in the Federal Postage Rate. If the price of the Welfare Kit increases, the contractor shall notify the County in writing, and the County will allow a price increase to accommodate the increase in postage.

Line Item	Description	Est. Qty.	Unit of Meas.	Unit Price	Total Price
3	Welfare Kits, Price Per Kit	40,000	KIT	$3.75	$150,000.00

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THE INMATE BANKING SYSTEM – MUST have at minimum the following features and controls:

	COMPLIANCE YES	COMPLIANCE NO
AUTHORIZATION CONTROLS:		
1. More than one-hundred separately authorizable functions ranging from access to smart icons to groups of accounting transactions to cash management and General Ledger functions to inmate property controls	☒	☐
2. Independent user authorization IDs that can be added to user-defined groups for ease of management and change control	☒	☐
3. Application idle timeouts with automated logoff	☒	☐
4. Independent workstation authorizations that can be added to workstation groups to limit activities in sensitive areas such as cash handling, check writing	☒	☐
5. Inquiry only modes to prevent unauthorized updates to inmate and/or General Ledger Accounts	☒	☐
6. Each financial transaction retains the user id, station id, timestamp, and unique numeric record key.	☒	☐
CAST MANAGEMENT:		
1. Enforced Drawer Counts	☒	☐
2. Automated drawer closing and transfer procedures	☒	☐
3. Lockout of Cash transactions if drawer is not opened	☒	☐
4. Cash drawer approval workflow including recount, over & short investigation, supervisory adjustment, pooling of approved drawers into a single bank deposit, on-line review of all drawer activities including counts, changes, approvals, deposits	☒	☐
ACTIVE REAL TIME GENERAL LEDGER:		
1. Access controlled by user ID and station ID	☒	☐
2. Enforced Dual Entry Accounting	☒	☐
3. Summarization of transaction amounts by month, year	☒	☐
4. Trial Balance from any date to any date	☒	☐
5. Context sensitive transaction codes, authorized by account, user, and workstation	☒	☐
6. The software MUST provide an unlimited number of user defined accounting transactions and an unlimited number of user defined General Ledger Accounts. This enables the establishment of both a Chart of Accounts and standardized transaction events that affect these accounts, including adjusting and closing entries, transfers from subsidiary ledger accounts to General Ledger Accounts, clearing accounts that can accept closing entries at the end of an accounting period.	☒	☐

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THE INMATE BANKING SYSTEM – MUST have at minimum the following features and controls:

	COMPLIANCE YES	COMPLIANCE NO
CHECK REGISTER AND BANK RECONCILIATION:		
1. Ability to use pre-numbered or blank check stock	☒	☐
2. Ability to record bank account, routing, and check ID with magnetic ink printing technologies to ensure that all checks recorded to the system are printed from the system	☒	☐
3. Simple and Advanced on-line query capabilities including dollar ranges, date ranges, check number ranges, payee wild card search, inmate issuing check, and transaction type	☒	☐
4. Ability to update status to cleared, voided, expired	☒	☐
5. Automated Bank to Book Reconciliation with the ability to record and retain bank opening and closing balances and dates, documents cleared, bank charges and credits.	☒	☐
6. Positive pay check issue transfer to allow bank to flag possibly fraudulent checks	☒	☐
7. Automated bank reconciliation capabilities to receive check and deposit status in electronic format from bank	☒	☐
TRANSACTION CONTROLS:		
1. Ability to set out of range transaction warnings	☒	☐
2. Ability to apply holds to suspect deposits	☒	☐
3. Ability to limit the transaction types viewable from data entry panels based on user ID and station ID	☒	☐
4. Automated account close features to avoid errors in applying closing amounts	☒	☐
5. Ability to encumber funds for Release Aid	☒	☐
6. Pending commissary order amounts reserved to avoid over-spending the inmate's balance	☒	☐

INTEGRITY AND AUDIT TRAIL:

Each financial transaction relating to an inmate account MUST include at minimum the following:

1. inmate's account code
2. date
3. amount
4. timestamp (to the millisecond)
5. workstation ID
6. officer ID
7. description
8. receipt number
9. cross-reference to related transactions (e.g. recoverable, bank reconciliation, general journal, etc)
10. transaction code (e.g. DEPCASH, DEPMO money order, EPR electronic commissary purchase, ERF refund, CHECK, etc. [these transaction codes MUST be both unlimited and 100 percent user definable]) ☒ ☐

THE INMATE BANKING SYSTEM – MUST have at minimum the following features and controls:

	COMPLIANCE YES	NO
JOURNAL STRUCTURE AND FISCAL PERIODS:		
1. Transactions related to inmate accounts MUST be summarized in the General Journal under a single master account, viewable and printable at various user screens throughout the Inmate Accounts module and subject to ad hoc query capabilities.	☒	☐
2. General Journal transactions MUST be grouped by Account in the General Journal and summarized by month and year.	☒	☐
3. Using the trial balance feature of the General Journal, transactions MUST be capable of being grouped and reported on for any time span, including accounting periods asynchronous to common calendar spans such as months and years.	☒	☐
4. For example, the GL Trial Balance Feature may be employed to group transactions by a Fiscal year such as October 01, 2025 - September 30, 2026, or into smaller accounting periods such as five-week 'months' for reporting purposes.	☒	☐
5. General Journal reporting MUST also be context sensitive, such that users can produce reports based on multi-selected line items in summary or detail amounts at the General Journal View.	☒	☐
ENCUMBERED FUNDS FOR RELEASE:		
1. The Banking system MUST allow the facility to create and fund one or more encumbered funds pools for reserving monies per inmate to be disbursed either at time of release or for other future financial obligations.	☒	☐
2. Encumbering of Funds MUST be available as a percentage of incoming deposits	☒	☐
3. Encumbering and Releasing of funds MUST also have a manual override to allow for on-demand encumbrances and payments from encumbered funds	☒	☐
FINANCIAL RESPONSIBILITY FOR COURT ORDERED PAYMENTS:		
1. The Banking system MUST allow the facility to create financial responsibility contracts and assign them to inmate accounts for the purpose of charging the inmate for recurring financial obligations	☒	☐
RECOVERABLE TRANSACTIONS AND INMATE DEBTS:		
1. The Banking system MUST allow the facility to charge any number of user-defined recoverable transactions (including but not limited to Indigent Purchases) to an inmates account when the inmate does not have the funds to make payment for the charge.	☒	☐
2. The Banking system MUST create a receivable account for each inmate and track this account until full payment is made.	☒	☐

THE INMATE BANKING SYSTEM – MUST have at minimum the following features and controls:

COMPLIANCE
YES **NO**

RECOVERABLE TRANSACTIONS AND INMATE DEBTS: (CONT'D)

3. The Banking System MUST recover based on the facility's rules, any funds that are owed to the facility at various points as transactions occur:

   Payment at Charge Time – Any given recoverable type may be enabled to collect all or part of the amount assessed at the time of the assessment. If the inmate has no money in his or her personal account, the amount of the assessment will be stored as a recoverable amount. If only a portion of the assessment was collected, the uncollected portion will remain as a recoverable amount.

   Future Collection of Unpaid Amounts - Amounts uncollected at charge time may be recovered from future deposits based on a percentage of the deposit, prioritized by assessment type or by a percentage allocation to various assessment types. The user may also set a minimum balance to be retained to allow for commissary or other purchases and disbursements.

   On-Demand Collection – The Inmate Banking System will allow the authorized user to selectively recover unpaid amounts from the current inmate account balance.

   Collection at Time of release – Remaining uncollected recoverable amounts may be collected during the account closeout process, also prioritized by charge type.

   Collection at Time of Reinstatement – Remaining uncollected recoverable amounts may be collected during reinstatement should the inmate return to the facility at a future date. Recovered amounts MUST be accumulated in a real time General Ledger account. From the collected GL account(s) users of the system may disburse a check to clear the balance owed to the State or other service providers or authorities. ☒ ☐

BANKING SYSTEM SERVICES - DEPOSIT SERVICES

1. Deposit Kiosk-vendor MUST provide two (2) standalone floor model touch screen kiosks to the county at no cost. ☒ ☐
2. The kiosk MUST accept cash and credit card deposits by friends and family members of inmates to be located in the Jail's Front Lobby and the PIO office located in back of the building. ☒ ☐
3. The deposits MUST post in the Jail's Inmate Accounting system in real time. ☒ ☐
4. The successful bidder is responsible for any interface fees charged to create a real time interface with the Jail's current inmate accounting system and OMS. ☒ ☐
5. All costs of the hardware and installation are the successful bidder's responsibility. The Jail will be responsible for the electrical and data drop cost. ☒ ☐

THE INMATE BANKING SYSTEM – MUST have at minimum the following features and controls:

	COMPLIANCE YES	COMPLIANCE NO
BANKING SYSTEM SERVICES – DEPOSIT SERVICES (CONT'D)		
6. Alternative service deposit points-vendor MUST provide alternate service deposit points for family and friends of inmates to post monies to inmate account by the following or other suggested ways: a) **Phone**: A call center using a 1-800 number in which family and friends can use a credit card to deposit funds into an inmate's account. The call center MUST be bilingual (English & Spanish). b) **Internet:** Designated website for family and friends to use a credit or debit card to deposit funds directly to an inmate's account. c) **Walk up Kiosk**: Family and friends can use the Kiosks located in the lobby or public information office at the jail to deposit funds into the inmate's account.	☒	☐
BANKING SYSTEM SERVICES – DEBIT RELEASE CARD SERVICES		
1. Debit release card MUST be from a bank that is FDIC insured.	☒	☐
2. Service MUST provide immediate access to funds.	☒	☐
3. Release cards MUST provide the ability to make both pin based and signature based transactions.	☒	☐
4. Pin based and signature based transactions MUST be free of charge to the cardholder for first transaction only.	☒	☐
5. Release cards MUST allow for the FIRST ATM withdrawal to be free of charge to the cardholder (from provider).	☒	☐
6. Release card may have the option to be converted to a permanent re-loadable card by the cardholder.	☒	☐
7. Release cards MUST have a toll-free customer service number located on the card. Customer service MUST be bi-lingual (English and Spanish) and accessible 24 hours a day/7 days a week/365 days a year.	☒	☐
8. Release cards MUST have 24/7/365 account access.	☒	☐
9. Facility staff MUST be able to access a secure website for the purpose of loading the inmate funds onto a debit release card.	☒	☐
10. Vendor MUST provide a handheld scanner that will allow the facility staff to populate the debit card number on the website to reduce human error.	☒	☐
11. Facility MUST have access to reporting needs 24/7/365 via the secure website.	☒	☐
12. The debit release card program MUST be offered at no cost to the Agency.	☒	☐
13. Release cards MUST be able to load a maximum of $9,999.00.	☒	☐
14. Inmates MUST be able to activate the cards by a toll-free phone number and a secure website. Both to be free of charge to the inmate.	☒	☐
15. Inmates MUST have the option to register their cards with the provider upon activation. If reported lost, the provider can de-activate card and send the remaining balance at time of deactivation to the inmate.	☒	☐

THE INMATE BANKING SYSTEM – MUST have at minimum the following features and controls:

	COMPLIANCE YES	COMPLIANCE NO
BANKING SYSTEM SERVICES – SECURE MAIL REQUIREMENTS - SENDER		
1. The Electronic Message system MUST allow family and friends ("User") to send Electronic message system via a secure website.	☒	☐
2. The vendor provided secure website MUST require the User to create an account and log-in.	☒	☐
3. The membership to the vendor website MUST be free to the User.	☒	☐
4. Once an account is established, the User MUST have the ability to review sent and received messages.	☒	☐
5. Users MUST be allowed to purchase message credits on the secure website via credit or debit card.	☒	☐
6. For the same fee to send a message, the User MUST have the option to pay for the inmate to reply to messages.	☒	☐
7. Users should have the ability to see how many credits are remaining in their account every time they are logged in.	☒	☐
8. Users MUST be able to access their account 24/7/365.	☒	☐
9. Users MUST be able to contact Customer Service via the secure website.	☒	☐
10. Users MUST be made aware via the secure website that any messages sent to the facility will be reviewed and approved or rejected based on content.	☒	☐
11. A "Frequently Asked Questions" page MUST be available on the secure website to assist with any questions Users may have.	☒	☐
12. The vendor-provided Secure website MUST not allow family/friends to type special characters and bold/italicize words.	☒	☐
13. The Secure website for family/friends MUST be available in English and Spanish.	☒	☐
BANKING SYSTEM SERVICES – SECURE MAIL REQUIREMENTS - FACILITY		
1. Vendor MUST provide a secure website and log in for authorized facility staff.	☒	☐
2. Authorized facility staff MUST have the ability to review all messages.	☒	☐
3. Authorized facility staff MUST have the ability to sort all messages from the To, From, and/or Subject fields.	☒	☐
4. Authorized facility staff MUST have the ability to open each message to review and approve or deny the message.	☒	☐
5. A software program MUST be provided that detects words or phrases predefined by the facility.	☒	☐
6. The facility MUST have the ability to edit the word list and assign levels of security to each word identified.	☒	☐
7. The software program MUST detect specific words in both incoming and outgoing emails (if applicable).	☒	☐

THE INMATE BANKING SYSTEM – MUST have at minimum the following features and controls:

	COMPLIANCE YES	NO
BANKING SYSTEM SERVICES – SECURE MAIL REQUIREMENTS – FACILITY (CONT'D)		
8. Authorized facility staff MUST have the ability to select groups of messages for approval without having to read each message.	☒	☐
9. Authorized facility staff MUST have the ability to review and approve or deny all photos sent through the secure website.	☒	☐
10. Vendor MUST provide the ability for authorized staff to see connections between inmates and senders and transaction history (i.e. how many messages).	☒	☐
11. Vendor MUST provide all marketing materials for the email program.	☒	☐
12. The software for approving photos should allow up to 32 photos to come up on the approval screen at one time allowing officers the ability to approve/deny photos for multiple inmates very quickly.	☒	☐
13. The software MUST score each message-based word search database and provide a rating "red, yellow, green" for each message to allow officers the ability to quickly see what messages contain more of the words they requested it to search. The rating thresholds MUST be programmable by each facility.	☒	☐
14. The software MUST have the ability to route the message to the correct facility in the case of an inmate transfer from one facility to another within the state.	☒	☐
15. The software MUST allow officers the ability to program certain messages from specific inmates or family/friends to be automatically escalated to a separate review screen.	☒	☐
16. The software MUST have the ability to set up routing of approved messages automatically to different print queue in their facility.	☒	☐
17. The software MUST have the ability to translate the scanned message from Spanish to English in the review mode. The original Spanish message should be shown with a translation in English below the message.	☒	☐

BOOKING KIOSK – COMMISSARY CONTROLS

Regardless of the method of order entry all of the following commissary controls MUST be available:

Type of Restriction	Description	Example	Scope	YES	NO
Quantity per order	Any Item may be restricted to any quantity.	For instance, any inmate may be restricted to no more than two (2) 2-pack Tylenols per order	Per inmate, per order	☒	☐
Quantity per time span	In addition to the quantity per order restriction, any item may be restricted to any quantity over any time span in days.	For instance, any inmate may be restricted to no more than four (4) 2-pack Tylenols over a 60-day period	Per inmate, per item, per time span	☒	☐

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THE INMATE BANKING SYSTEM – MUST have at minimum the following features and controls:

BOOKING KIOSK – COMMISSARY CONTROLS (CONT'D)

Type of Restriction	Description	Example	Scope	COMPLIANCE YES	COMPLIANCE NO
Orders per time span	Any inmate may be restricted from placing any number of commissary orders over any time span in days.	For instance, any inmate may be restricted to no more than four orders in thirty days.	Per inmate, per time span	☒	☐
Disallowed item	Any item may be restricted entirely from a given inmate.	For instance, any inmate may have smoked sausage restricted entirely so that none may be ordered.	Per inmate, per item	☒	☐
Category Quantity Restriction	Any inmate may be restricted to a given quantity of a collection of related items.	For instance, any inmate may be restricted to ordering up to seven (7) candy items.	Per inmate, per category	☒	☐
Category Age Restriction	Any inmate may be completely restricted from ordering a class of items on account of age.	For instance, any inmate less than nineteen (19) years of age may be restricted entirely from purchasing tobacco products.	Per inmate, per category	☒	☐
Spending Limit Restriction	Any inmate may be restricted to a maximum dollar amount to be spent per order.	For instance, any inmate may be limited to spending no more than $50 per order.	Per inmate, per order	☒	☐
Spending Limit over timespan	Any inmate may be restricted to a maximum dollar amount to be spent per week or month.	For instance, any inmate may be limited to spending no more than $50 per order and no more than $150 per month.	Per inmate, per timespan	☒	☐
Spending Limit Override	Any inmate may be granted a spending limit override to order a given item.	For instance, any inmate may be allowed to spend up to $40 on sneakers, which amount does not contribute to the spending limit for the rest of the items ordered.	Per inmate, per item	☒	☐

THE INMATE BANKING SYSTEM – MUST have at minimum the following features and controls:

BOOKING KIOSK – COMMISSARY CONTROLS (CONT'D)

Type of Restriction	Description	Example	Scope	COMPLIANCE YES	COMPLIANCE NO
Restriction Grid by Housing Location, Gender and / or Age	Entire restriction grids including combinations of any of the above restrictions can be applied automatically during the scan process based upon an inmate's location in the facility, gender or age.	For example, an inmate in a female only pod can be automatically assigned to a female restriction profile without user intervention.	Per inmate, per grid	☒	☐
Indigent Items	Indigent purchasing requires both the item and the inmate to be classified as indigent. Commissary indigent inmate classification is determined instantaneously at time of order based on the current balance, indigent item purchasing may be controlled both at time of order and over a timespan.	For example, an inmate with a current balance of $0 may be classified as indigent at time of order, but the indigent items desired may be restricted to one (1) per order or one (1) every fourteen (14) days, etc.	Per inmate, per grid, per item	☒	☐

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