

COUNTY OF ROCKLAND
Department of General Services
Purchasing Division

Contract Award Notification

Title: Commissary Services

Contract Period: July 1, 2025, though June 30, 2030

Original Date of Issue: June 2, 2025

Date of Revision:

BID No: RFP-RC-2025-007

Catalog: Special Request

Authorized Users: United States Agencies, Other States & Political Subdivisions Therein,
Local Governments, School Districts & Non-Profit Agencies

Address Inquiries To:

Name: Richard Ryan
Title: Purchaser II
Phone: 845-364-3817
Fax: 845-364-3809
E-mail: ryanri@co.rockland.ny.us

Description

This contract is to provide commissary services.

Contract #	Vendor Number	Contractor & Address	Telephone No.
RFP 25-007	0000016127	Keefe Commissary Network, LLC 301 Mill Road Edison, NJ 08837 Contact: Laura Palmisano lpalmisano@keefegroup.com	732-509-0127

Edwin J. Day, County Executive**TITLE: COMMISSARY SERVICES for ROCKLAND COUNTY
CORRECTIONAL FACILITY****RFP -RC-2025-007****COST PROPOSAL TEMPLATE
COMMISSIONS**

The Contractor will provide a firm, fixed percentage commission (minimum 25%) of the total net sales, less sales of non-commissioned items as determined by Contractor and County, for all requirements set forth in this RFP. All firm, fixed percentages must be shown in the proposal. The successful Contractor agrees that a breach or a failure to perform contract duties, as set forth herein, will entitle the County to recover from the successful Contractor all lost profits. When lost profits cannot be determined with certainty, the County will be entitled to recover from the successful Contractor an amount equal to 25% of all gross commissary sales. For the purposes of this provision, only, gross sales will be computed by multiplying the highest gross sales for any month of the contract by the number on months of the contract affected by the breach or failure. The County will recover 25% of that amount.

COMMISSARY AND VENDING: (Also matched on Securepak orders)28.00 % CommissionOPTION: UPFRONT YEARLY INITIAL PAYMENT: N/A

Firm Name: Keefe Commissary Network, LLC	
Authorized Name of Offeror: Jeff Harris, Group Vice President	
E-mail address: jharris@keefegroup.com	Federal ID Number:

Cost Proposals are to be uploaded as a separate attachment to your RFP response. Please refer to the separate attachment titled: Proposal Submittal Procedures for instructions on submitting your proposal electronically. Inclusion of any cost or pricing data within the technical proposal may result in your proposal being judged as non-responsive.

Edwin J. Day, County Executive**TITLE: COMMISSARY SERVICES for ROCKLAND COUNTY
CORRECTIONAL FACILITY****RFP -RC-2025-007****PURPOSE OF REQUEST FOR PROPOSAL (RFP)**

The purpose of this request for proposal is to enter into a contract with a qualified firm to provide commissary services to the incarcerated individuals of the Rockland County Correctional Facility and to generate revenue through commissions back to the incarcerated individual program. This correctional facility average population is 100 incarcerated individuals.

It is anticipated that this RFP may result in a contract award to a single contractor. This RFP is designed to provide interested offerors with sufficient basic information to submit proposals meeting minimum requirements but is not intended to limit a proposal's content or exclude any relevant or essential data. Offerors are at liberty and are encouraged to expand upon the specifications to evidence service capability under any agreement. The Correctional Center is also interested in an on-site vending program offering similar approved products. There are currently two trial vending machines on site in two different wings.

Compliance with Laws and Facility Requirements and Standards. In providing services, the selected contractor must meet all applicable standards and legal requirements including the American Correctional Association Standards (ACA), New York Minimum Jail Standards including Title 15, RCCC Rules and Regulations and health standards and regulations. Contractor shall provide a system that meets all legal requirements applicable to the County including but not limited to requirements that may be imposed by the Americans with Disabilities Act and section 508 of the Rehabilitation Act of 1973, as amended. Contractor shall not allow contraband to enter the facilities and shall have in place procedures to assure security in the transportation of items into the facilities.

BACKGROUND

The Correctional Facility is currently in its 32nd year of providing commissary services for its approximately 100 incarcerated individuals.

REFERENCES

Unless otherwise stated, proposal must include a minimum of three (3) current projects and two (2) past projects.

ISSUING OFFICE AND RFP REFERENCE NUMBER

The County of Rockland's Department of General Services – Purchasing Division is the issuing office for this document and all subsequent addenda relating to it, on behalf of the Rockland County Sheriff's Correctional Jail. The reference number for the transaction is Solicitation # RFP-RC-2025-007. This number must be referred to on all proposals, correspondence, and documentation relating to the RFP.

LENGTH OF CONTRACT

The Contract resulting from this RFP will be for a period of: **Five (5) Years**

The County of Rockland reserves the right to review contract(s) on a regular basis regarding performance and cost analysis and may negotiate price and service elements during the term of the contract.

STATEMENT OF OBJECTIVES

- To deliver quality commissary services to the incarcerated individual of the correctional center.
- To provide a computerized system for order processing and incarcerated individual accounting.
- To provide a reasonable commission back to the County of Rockland based on fair and reasonable menu product pricing to the incarcerated individual.

Edwin J. Day, County Executive**TITLE: COMMISSARY SERVICES for ROCKLAND COUNTY
CORRECTIONAL FACILITY****RFP -RC-2025-007****SERVICES TO BE PROVIDED**

- Commissary services to the incarcerated individuals of the Rockland County Correction Center with weekly access for each incarcerated individual (unless otherwise agreed upon by the Sheriff). Delivery of completed orders within twenty-four (24) hours after order is placed.
- Fully computerized accounting system to monitor and efficiently manage incarcerated individual accounts from intake through departure.
- The primary scope of this contract consists of furnishing all materials, labor, administration, management and equipment necessary to operate an electronic, computer based incarcerated individual's commissary operation system as described in this document.
- Contractor to be available 24/7 for service calls to maintain system.
- Vending Services for every housing unit to be stocked at a minimum of twice a week except intake housing.
- Vending to be inventoried and stored off site.
- Vendor shall provide all equipment, installation and maintenance of all vending machines.
- Provide Energy Efficient vending machines that meet the current requirements of the US EPA's Energy Star program and carry the Energy Star label;
- Deliver all beverage vending machines without lamps installed;
- Deliver beverage vending machines that do not have any part or piece which can be removed by an incarcerated individual and be used as a weapon;
- Deliver machines constructed with plastic faces. No glass faces are allowed on the machines;
- Provide maintenance for all the machines, with a response time guaranteed of a four (4) hour window for service, twenty-four (24) hours a day, seven (7) days a week; and stock machines daily or as needed. The stocking of the machines shall be accomplished without disruption to jail and housing unit activities.
- The County may add, modify or delete the contents sold in vending machines.

PROPOSAL REQUIREMENTS AND COMPANY QUALIFICATIONS

- Ability to establish and maintain an incarcerated individual commissary service which includes a warehouse, inventory, supply, order processing, and delivery system; detailed implementation plan;
- Experience in automated incarcerated individual commissary and vending service, accounting systems and ability to provide system training and support to the Correction Staff;
- Knowledge of incarcerated individual commissary operations / procedures related to safety security issues, turnaround time, order processing, and delivery;
- Security policies and procedures related to personnel screening and selection, product inventory, security at Contractor's site, packaging and transfer of orders to site, and on-site delivery of orders;
- Knowledge and ability to provide a wide range of correctional facilities friendly products / supplies to meet the incarcerated individual population needs;
- Emergency back-up plans for continuing to meet the terms of the contract in light of events occurring such as equipment breakdowns, delivery truck breakdowns, fires, accidents, labor strikes, weather, etc.

Edwin J. Day, County Executive**TITLE: COMMISSARY SERVICES for ROCKLAND COUNTY
CORRECTIONAL FACILITY****RFP -RC-2025-007****INCARCERATED INDIVIDUAL ORDERING PROCEDURES**

- Incarcerated individuals will enter orders on wall mounted type kiosk located in the housing units in the jail.
- The County currently has Securus kiosk installed in the housing units. These units can perform a multitude of functions, including commissary services.
- The County wants the commissary vendor to interface with Securus, saving costs and space.
- Once all protocols have been met (those instituted by the facility), orders are transmitted electronically to the vendor for immediate processing.
- Commissary ordering software must have security levels to ensure the integrity of the information stored in the system. Proposal to include how contractor handles security.
- In the event the electronic system is rendered inoperable, the contractor shall have a manual system available for continued operations.
- Provide paper order form, as needed.
- System and Forms to comply with Americans with Disability Act (ADA).
- Contractor shall provide an order form in braille to RCCC. The braille order form shall be updated to reflect current commissary menu and pricing.

INCARCERATED INDIVIDUAL ACCOUNTING SYSTEM

- The Contractor is to provide and maintain, at no cost to the facility, a standardized windows based computer operation that includes, but not limited to:
- Incarcerated individual identification and pedigree information
- Incarcerated individual housing information
- The ability to account for Incarcerated individual funds from:
 - Admissions
 - Visiting
 - Mail
 - Internet
 - Commissary purchases
 - Release of funds
- The ability to produce written reports regarding:
 - Individual incarcerated individual transactions and balances
 - A listing of all transactions occurring over a given or specified period of time
 - A listing of incarcerated individual balances and housing unit locations
- The ability to order, record, and produce written reports as needed for the incarcerated individual commissary.
- Accounting software must have security levels to ensure the integrity of the information entered into the system. Proposal must include how contractor system handles security.

Edwin J. Day, County Executive**TITLE: COMMISSARY SERVICES for ROCKLAND COUNTY
CORRECTIONAL FACILITY****RFP -RC-2025-007****DELIVERY**

- The Contractor will deliver the orders to incarcerated individuals in their housing units within 24 hours of order. Contractor must describe as part of proposal response how delivery will take place.
- The Contractor shall provide, at no expense to the facility, an employee of the Contractor to deliver the ordered commissary to the incarcerated individual population.
- The Contractor acknowledges that the incarcerated individual commissary is required to be delivered on the day expected regardless of holidays, weather conditions, trucking or delivery strikes or slowdowns, or any other condition not within the control of the Correctional Facility. The Contractor shall be responsible for all costs in the preparing and delivering of the incarcerated individual commissary. At no time shall Correctional Staff be required to off load a commissary delivery from a delivery truck.

CONTRACTOR EQUIPMENT / NETWORK

- The Contractor will provide and maintain at no cost to the County a standalone networked, commissary/accounting system. To include: Rack mounted server, 2 workstations (front desk and IT); laptop with remote access for administration, all supplied maintenance, equipment, and installation provided by vendor.
- The Contractor is to provide and maintain all software and equipment including: computers, scanners, modems, printers, and computer supplies for operating the commissary/accounting process. (i.e., paper/forms, ribbons, etc.).
- To supply a booking kiosk to collect money, without cost, from new incarcerated individuals to be located in the intake area
 - Accepts bills and coins
 - Track deposit during each shift
 - Only accessible by authorized staff
- To supply a deposit kiosk for incarcerated individual's account to accept funds from family and friends to be located in the front lobby. Kiosk to accept cash, credit and debit cards.
- Contractor will accept full responsibility to rectify any fraudulent deposits.
- To supply equipment and card to load incarcerated individuals' funds onto a prepaid master or visa debit card during their departure from the facility. Supply checks as needed.

CORRECTIONS / REPLACEMENTS / DISCREPANCIES

- The Contractor must resolve discrepancies within twenty-four (24) hours (ex.: damaged products, expired "good till" dates, etc.).
- The vendor shall provide, at no expense to the facility, an employee of the vendor to correct improperly ordered or delivered commissary items and to make good on damaged commissary items.
- The Contractor must post credits due to non-delivery of products or computer posting errors (ex.: orders of incarcerated individuals who are released, etc.) to incarcerated individuals' accounts prior to departure on the designated delivery day.
- Allow refunds for incarcerated individuals that have been released before receiving their commissary order.

Edwin J. Day, County Executive**TITLE: COMMISSARY SERVICES for ROCKLAND COUNTY
CORRECTIONAL FACILITY****RFP -RC-2025-007****COMMISSARY MENU**

- The Contractor and Sheriff's office shall meet and agree upon the items to be carried on the commissary menu. After the initial meeting, no items are to be offered without the approval of the Sheriff's Office. The Contractor shall keep the Sheriff's Office current of the new products that are available. Pricing offered shall be reasonable to the incarcerated individuals. Commission offered shall not be based on an exceedingly higher priced menu.
- It is recognized that the Contractor may change suppliers and products. The Contractor must notify the Sheriff's Office at least one week prior to any change in the items being made available to the incarcerated individual population.
- In general commissary items shall include:
 - Clothing such as underwear, socks, bras, sweatpants and sweatshirts, sneakers
 - Toiletry items such as hand and body soap, shampoo, conditioner, toothpaste, toothbrushes, combs, brushes
 - Writing implements such as pens, pencils, paper both lined and plain, envelopes, stamps, colored pencils, washable colored markers, and drawing paper
 - Candy, snacks, cookies, cheeses, meats, crackers
- Contractor must submit, with this RFP, a list of all items they can provide to the County of Rockland facility. From this list the County will choose which items to have carried by the Contractor. All items shall include an item description, manufacturer, product size and weight, and the cost.
- The sample menu / unit pricing offered with the initial RFP response shall be relatively the same if selected for Best and Final offers.

COMMISSARY PRODUCT SPECIFICATIONS

- All commissary items sold to the incarcerated individual population shall meet facility safety and security requirements. These requirements include but may not be limited to:
 - No glass or metal containers,
 - No packaging containing false bottoms,
 - No alcohol-based products or aerosol sprays,
 - No packaging that may be made into a weapon or other security risk,
 - No products shall contain tobacco.
 - No bottles exceeding 8 Fl. Oz.

PACKAGING

- The Contractor must package commissary orders in individual, clear, heat or tamper proof sealed packages that allow for easy inspection of each package. All packaged commissary orders, upon arrival for delivery, will be inspected by Correctional Staff to ensure against the distribution of unauthorized items to incarcerated individuals. Two copies of the order receipt will be made available with each incarcerated individual's order. The receipt should contain the following information:
 - Incarcerated individual's name
 - Incarcerated individual's location
 - Incarcerated individual's I.D. number
 - Item(s) description and quantities ordered
 - Total \$ of order
 - Beginning account balance (before current order)

Edwin J. Day, County Executive**TITLE: COMMISSARY SERVICES for ROCKLAND COUNTY
CORRECTIONAL FACILITY****RFP -RC-2025-007**

- Ending account balance (after current order)
- Signature line (Incarcerated individual)

SECURITY

- Due to the secure nature of the facility that the contractor will be providing service to, all prospective Contractors will be subject to the following:
 - Criminal Background Check
 - Prior to award of contract, the Contractor will be subject to a Criminal Background Check. Also all employees of that Contractor that will be involved in the services provided the County will also be subject to a criminal background check and are required to have passed pre-employment drug testing. No employee of the Contracting Company having a criminal record shall be involved in the packaging or delivery of items to the County. The County must complete the background investigation and approve the Contractor's employees prior to commencement of services under this contract. Staff changes made by the Contractor during the contract term must be approved by the County and a background investigation completed prior to new staff entering the facility. **No Exceptions will be made.** Failure to comply with this stipulation after the award of the contract shall be considered breach of contract.
 - All personnel entering the correctional facilities are subject to security / criminal history check. To accomplish this, the Contractor must provide the County with the following information on each personnel who will provide on-site services:
 - Full legal name
 - Social Security Number
 - Date of birth
 - Current home address
 - Current copy of NYS Driver's License
 - Signed Release Form
 - The County requires an assignment of the Contractor's personnel to be a permanent group of employees to avoid security problems.
 - If the County determines that for security reasons, any personnel are unacceptable, the Contractor will act immediately to provide an acceptable replacement at no additional cost to the County.
 - The County will require all contractor employees delivering commissary within the facility to wear a uniform. The uniform will be immediately recognizable as a contractor's employee and must be worn at all times. All contractor employees will display an identification card at all times while in the facility.
 - The County reserves the right to refuse access to any person wearing inappropriate attire. The Correctional Center is a professional work environment and should be treated as such.
 - In addition, any Subcontractor and their subsequent staff must also pass a background check as described above.
 - Commissary orders may not be packed and delivered by the same contractor staff member. The warehouse manager or personnel will randomly audit ten percent (10%) of all orders packaged each week for accuracy. A ledger of that audit will be provided to the established facilities contact personnel.

Edwin J. Day, County Executive**TITLE: COMMISSARY SERVICES for ROCKLAND COUNTY
CORRECTIONAL FACILITY****RFP -RC-2025-007**

- The Contractor must provide the County with a security plan that guarantees tamper-proof products while in the Contractor's facility and when in transit to the County's facility.
- The Contractor will provide a closed cart or other secure distribution container, for the purposes of commissary delivery. This cart must be lockable, and no items should be visible or reachable from this cart while it is locked. It is the Contractor's responsibility to research the facility hall widths, doors, delivery requirements, etc. to assure the delivery means will fit in all areas as needed. The County must approve the delivery container. Contractor must include how they will accomplish the delivery of commissary packages.

ACCEPTANCE OF PACKAGE

- The Contractor must require that each incarcerated individual provide authorized identification to verify identity against order prior to signing for package. Only commissary order receipts signed by the incarcerated individual whose account was charged will be processed for payment to the Contractor. The Contractor will be liable to reimburse and/all incarcerated individuals' accounts for the cost of order(s) received by incarcerated individual(s) other than the incarcerated individual(s) for whom the order(s) was/were intended.

CONTRACTOR INVENTORY AND RESTOCKING

- The Contractor shall maintain sufficient inventory levels at the Contractor's location to limit shortages and backorders. The contractor shall not substitute or backorder and should have an order fill rate of 98% or better.
- The Contractor must provide a method of handling "restocking" of returned orders for those orders that were sent, but the incarcerated individual had been released prior to receiving the order.

SYSTEM FEATURES

- The Contractor software must provide the following minimum features in real time:
 - Serial numbers / tracking numbers must be automatically printed on the scanned form during processing.
 - Order quantities must be amended automatically without user intervention (ie: to adjust for incarcerated individual overspending account balance) without canceling the entire order.
 - Items rejected for one or more restriction criteria must be logged immediately and presented to the scan operator at the completion of the scanning in the form of a scan reject report including the scan number for follow-up and resolution, if necessary, for such conditions as mis-marked jail numbers, multiple marks on a single line, quantity adjustments for adherence to rejections, etc.
 - Items rejected for one or more restriction criteria must be able to be retained with the incarcerated individual's order detail and printed on the incarcerated individual's commissary receipt with the reason for rejection.
- Contractor's proposal must include description as to how this section will be met.

SYSTEM CONTROLS

- The Contractor system must allow for the addition of incarcerated individual information to control commissary purchases (ie: discipline controls, dietary restrictions) including at the minimum:



Edwin J. Day, County Executive

**TITLE: COMMISSARY SERVICES for ROCKLAND COUNTY
CORRECTIONAL FACILITY**

RFP -RC-2025-007

- Quantity per order
- Quantity per timespan
- Orders per timespan
- Disallowed items
- Category quantity restriction
- Category age restriction
- Spending limit restriction
- Spending limit override
- Recognize if “incarcerated individual” submits more than one order
- The Contractor’s order processing software must include the ability to configure and automatically apply multi-level spending limits.
- Contractor’s proposal must include description as to how this section will be met.

ACCOUNT MANAGER / SUPPORT STAFF

- Contractor shall provide a dedicated competent account manager who shall be responsible for the County account/contract. The account manager shall receive all orders from the County and shall be the primary contact for all issues regarding response to this RFP and any contract which may arise pursuant to this RFP.
- Contractor shall also provide adequate, competent support staff that shall be able to service the County during normal working hours, Monday through Friday. Such representative(s) shall be knowledgeable about the contract, products offered and able to identify and resolve quickly any issues including but not limited to order and invoicing problems.
- Contractor account manager shall be familiar with County requirements and standards and work with Correctional staff to ensure that established standards are adhered to.
- Contractor account manager shall keep the County authorized contract person informed of requests and/or contract issues that may arise.

COST FIGURES (INFORMATION ONLY)

- 1/1/2020- 12/31/2024 - Gross Sales \$696,536.42 Commission \$201,995.56

INSTALLATION

- The Contractor shall accept full responsibility for the installation and efficient operation of all equipment.

SERVICING

- All machines / equipment will be serviced weekly or as needed or specified to lessen system down time. Contractor will check in with a pre-named contact person each time equipment is serviced.

INSTALLATION TIME

- All proposals will specify the number of days required to install commissary system. Failure to state installation time will cause proposal to be rejected.

Edwin J. Day, County Executive**TITLE: COMMISSARY SERVICES for ROCKLAND COUNTY
CORRECTIONAL FACILITY****RFP -RC-2025-007****TRAINING**

- The Successful Contractor shall be responsible for training all necessary County personnel in the use of all equipment necessary for the operation of the Commissary System.

UTILITIES AND OTHER CONSIDERATIONS

- The County will provide electricity, lighting, heating, and air conditioning of the premises, but without liability on the County's part arising from temporary interruption thereof on account of breakdown, power failure, or like causes. Successful Contractor agrees that in use of such utilities, they will exercise the same degree of care and economy as would be exercised if they were paying for such utilities. No service specified herein will include janitor service. Except for utilities, successful bidder will be responsible for all bills for materials, supplies, equipment, taxes, etc. to or at such designated premises, or of any person employed or claiming to have been employed by the success contractor.

POSSESSION OF DESIGNATED PREMISES

- The Successful Contractor will not take possession of the designated premises nor cause installation of commissary system until all requirements of this RFP are fulfilled. Failure to provide all pre-possession requirements will constitute default of the contract and the County may terminate the award and re-award the contract to the next Contractor as it deems to be in the best interest of the County.

BILLING REQUIREMENTS

- The Contractor shall invoice the County (less the agreed amount percent commission and with the corrected adjustments for items not received by the incarcerated individual) each week for the commissary purchases. Upon receipt of the invoice the facility Commissary shall then pay the required billing amount. The Contractor must include with the invoicing a detailed report of sales including gross sales, amount to be paid, and commissary profit.

COUNTY RECORDS SUBJECT TO AUDIT

- The successful Contractor agrees that the County, or its designee, reserves the right to audit, examine, and copy any and all books, records, and information relating to the operation of the commissary. All records will be maintained until the audit is completed, and all questions arising therefrom are resolved, or five (5) years after this contract expires or is terminated, except that records will be retained beyond the fifth year if an audit is in progress or the findings of a completed audit have not been resolved satisfactorily.

CERTIFICATION/LICENSE REQUIREMENTS

- Include copies of any licenses required for this project.