



SUMMARY REPORT

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**Agenda Date:** 7/22/2025

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**To:** Board of Supervisors

**Department or Agency Name(s):** Sheriff's Office

**Staff Name and Phone Number:** Sheriff Eddie Ingram, 565-2650

**Vote Requirement:** 4/5th

**Supervisorial District(s):** Countywide

**Title:**

Agreement and Resources for Sheriff's Jail Management System (JMS)

**Recommended Action:**

- A) Authorize the Sheriff-Coroner to execute an Agreement for a Jail Management System (JMS) with Theatine Group, Inc., dba ATIMS, for a term of July 22, 2025, through July 21, 3031, for a cost of \$3,290,044, and if needed, \$191,552 of additional contingency costs (15% of the implementation costs), for a total cost not to exceed \$3,481,596; (CR) funded with General Fund allocations, Graton Rancheria Mitigation funds, Sheriff Asset Forfeiture funds, and grant funds.
- B) Authorize the Sheriff-Coroner to amend the Agreement and execute related documents that allow for minor changes and extensions in the implementation period, which do not significantly change the scope of work and do not increase the authorized amount of the contract. Changes to the Agreement shall be subject to approval by County Counsel.
- C) Adopt a Resolution authorizing appropriations in the amount of \$1,000,000 from fund balance of the Sheriff's Asset Forfeiture fund (CR) to finance a portion of the JMS contract.
- D) Adopt a Resolution amending the Sheriff's Office Department Allocation List to add 1.0 Time Limited, Full-Time Equivalent (FTE) Human Services Systems and Programming Analyst and 1.0 Time Limited FTE Department Information System Specialist II (DISS) allocations, effective October 14, 2025, specifically to support the implementation of a jail management system.

**Executive Summary:**

In conjunction with the Countywide project to replace the outdated Integrated Justice System (IJS), the Sheriff's office is implementing a Jail Management System (JMS) that will integrate information for all areas of jail operations.

The Sheriff's Office has selected TheActOne Group, Inc, dba ATIMS, to implement the JMS case management system for the Sheriff's Detention operations. This item requests multiple actions to appropriate the resources needed to implement, support, and fund the JMS and to provide the Sheriff with the authorization to execute the Agreement and approve minor modifications throughout the implementation.

Prior Board items, presented by the County's Information System Services Department (ISD), have discussed the need to replace the Integrated Justice System (IJS), an in-house system whose life has spanned almost 40 years and which is being updated and replaced by ISD. The legacy IJS system provides both data exchange functionality and serves as the case management system for the Sheriff's Detention Division and other

criminal justice departments. While ISD is leading the effort to replace the data exchange functionality, the Sheriff's Office is responsible for finding and implementing a replacement case management system.

(CR) Include brief description that highlights the increased costs for the system and staff and how it will be financed. A JMS will increase costs to the Sheriff's Office for the system and additional staff needed to provide 24/7 support to the system. Funding from General Fund allocations, Graton Rancheria Mitigation funds, Sheriff Asset Forfeiture funds, and grant funds will fund the first four years of the JMS and related support staff. CAO staff will continue to work with all justice partners and ISD to propose long-term funding solutions to successfully implement all components of the IJS project.

**Discussion:**

A JMS is a comprehensive software system designed to integrate and automate information for all areas of jail operation such as staffing, facility conditions, incarcerated person's safety, nutrition, medical care, behavioral health care, services, and rehabilitative services. In addition to these existing needs, a JMS will be critical in meeting data requirements and reporting needed to comply with the upcoming California Advancing and Innovating Medi-Cal (Cal-AIM) initiative.

The need for a modern JMS was first identified by Sheriff's staff in 2007. Due to the cost and complexity of the project, the Sheriff partnered with the County Administrator's Office and ISD, the Sheriff's current JMS provider, to identify a modern JMS solution. This collaboration began with an internal evaluation by County ISD and then external consultants were engaged to evaluate the needs over the course of several years. Some of the consultant work was re-done after changes were made to jail operations following the State's 2011-2012 criminal justice realignment. Funding requirements and the complexity of the system again stalled the project for several years. Stakeholder changes, economic conditions, and limited commercial products caused further delays. During this time, the Sheriff and ISD considered building a modern, in-house system. In approximately 2018, once it was determined that a custom, in-house product would cost more and offer less than a commercial product, Sheriff's staff, still in collaboration with ISD, resumed researching available JMS products. The JMS project was stalled again during COVID and subsequent periods of severe staffing shortages. Now, the Sheriff's Office has selected a vendor and developed the proposed contract for a JMS.

The Sheriff's Office has selected TheActOne Group, Inc., dba ATIMS (ATIMS) to provide the JMS. After viewing many products and consulting with other adult detention facilities, ATIMS was selected by a committee of Sheriff's staff based on the ability to meet the requirements of adult detention and the results of other county competitive bidding processes. County Purchasing supported the selection of ATIMS based on the vendor's Sourcwell contract. Sourcwell is a government cooperative procurement agency that competitively bids on behalf of many public agencies. The proposed agreement covers a term of six years and is estimated to cost just under \$3.3 million for the entire term. The Sheriff is requesting the authority to execute the Proposed Agreement and any future amendments to the Proposed Agreement to allow for modifications, unanticipated changes, or extensions in term needed to align with the actual go-live date. Such changes shall not increase the value of the contract by more than \$191,552, or 15% of the implementation costs. Any such amendments will be approved by County Counsel.

**Staffing Requirements**

The Sheriff's IT Unit currently manages over 75 systems and 12 databases specific to the Sheriff's Office

operations. Existing staff are operating at full capacity and cannot absorb the additional workload associated with implementing and supporting a new, complex JMS. The new JMS will manage critical, real-time information required for jail operations such as housing assignments, safety alerts, medical and mental health appointments, dietary needs, education, court appearances, and compliance reporting. The current JMS is part of the aging Integrated Justice System (IJS), which is supported 24/7 by a combination of Sheriff's IT and ISD staff. However, with the transition to a third-party JMS, technical support responsibilities currently supported by ISD will shift to the Sheriff's Office.

ATIMS requires that first-tier support and troubleshooting be handled by the customer. Therefore, the Sheriff's Office will require new staff to provide 24/7 support and to maintain the interfaces. These staff must be trained in ATIMS and dedicated to ensuring full functionality of the system. An example of the importance of functionality is state law requires fingerprints to be electronically submitted to DOJ. A disruption in this interface immediately impacts individuals and officers waiting to complete the booking process. As another example, medical concerns are electronically flagged in an incarcerated person's record, making it critical that the JMS keep instructions and notifications current and accurate at all times. If correctional staff are unable to login in or produce reports, there could potentially be an impact to safety and security in the facility, meaning technical issues need to be addressed with minimal downtime and efficiently. Currently, the Sheriff's Office averages about 500 JMS-related help desk calls per year. These calls-ranging from simple password resets to complex technical issues-will now be handled entirely by the Sheriff's staff once the IJS is retired. The complete assessment of staffing impacts will not be fully known until the system is fully implemented and the IJS modernization is complete.

Based on extensive research, the vendor requirements for Tier 1 support and consultation with San Luis Obispo and Santa Clara counties, the Sheriff's Office has determined the following positions are needed to successfully implement the JMS:

- 1.0 FTE Human Services Systems and Programming Analyst (Programmer), time limited effective October 14, 2025, through October 8, 2029:

This position will build and maintain all data exchange interfaces, create custom reports, and ensure compliance with state and federal reporting standards, including CalAIM.

- 1.0 FTE Department Information Systems Specialist II (DISS), time limited effective October 14, 2025, through October 8, 2029:

This position will lead technical coordination during implementation, act as the primary liaison between staff and the vendor, provide direct user support, and assist in responding to system issues once the JMS is live.

Final staffing needs at the Sheriff's Office for the fully operational system are likely to be higher but will be evaluated and considered when IJS and JMS implementation are further along and final resource needs across all departments participating in IJS modernization are better understood.

The DISS will be a primary point of contact for system design and implementation. The DISS will work with correctional staff and the vendor to design, test, assist with training, and troubleshoot the new system. Once implemented, the DISS will coordinate technical support activities for all systems operated by the Sheriff's Office which directly integrate with the new JMS and IJS. Ensuring that all end users have uninterrupted access to the system is critical for a 24/7 operation that cares for individuals. Technical issues will need to be

addressed immediately, requiring a robust 24-hour IT support model.

The unique skillset of a Programmer will be required to build complex reporting and integrations with all existing and future vendors, as well as Justice Partners. Integrations that currently exist will need to be recreated. Interface examples include provision of meal services, commissary, the phone system, video visitation, electronic healthcare records, LiveScan fingerprint system, the body scanner, law enforcement records managements system, education, and Sonoma County Sheriff's Office public arrest data, in addition to integrations with other criminal justice partners and replacement IJS technologies. New integrations will also be needed for data tracking and reporting, to fulfil Cal-AIM, the new state mandated program to assist with a continuity of care for incarcerated persons leaving jail custody. Ongoing updates and maintenance will continue in perpetuity as technologies change, compliance standards and reporting requirements change, as software and systems evolve, and as federal and state regulations change.

Temporary or contract staff are not a viable solution due to the Sheriff's strict security protocols, the complexity of adult detention operations, and the need for long-term system familiarity. Sheriff's Office staff, staff from the CAO and ISD assessed the possibility of having ISD assist with JMS implementation and support but determined that ISD's resources were fully allocated to delivering the IJS modernization project. Additionally, it is more efficient and secure for the Sheriff's Office to build in-house expertise to manage and support the system directly.

In late 2023, the Sheriff's Office identified the need for additional JMS staff. During FY 24-25 Budget Hearings, the Board allocated \$1 million of Graton Tribal Mitigation funding to the Sheriff's JMS project. Around the same period, the Sheriff's Office hired a part time, time-limited Department Information System Coordinator to oversee the technical planning and implementation. In February 2025 a Program Change Request (PCR) to add staffing needed for JMS implementation was approved by Human Resources and submitted with the Sheriff's FY 25-26 budget submittal. Based on a variety of circumstances, the PCR could not be funded. Since then, the CAO and Sheriff have worked together to identify a funding source to address the urgency of the need and to allow for full impacts and resource needs of the new IJS and JMS to be evaluated. The positions will be added as time-limited positions for four years while the IJS project and justice partner case management projects come online. CAO staff will continue to work with all justice partners and ISD to propose long-term funding solutions to successfully implement all components of the IJS project. Pending approval of this item, the Sheriff estimates the positions could be filled by October 14, 2025.

**Strategic Plan:**

This item directly supports the County's Five-year Strategic Plan and is aligned with the following pillar, goal, and objective.

**Pillar:** Resilient Infrastructure

**Goal:** Goal 2: Increase information sharing and transparency and improve County and community engagement

**Objective:** Objective 5: Develop strategies that improve information and knowledge sharing within and between County departments.

**Racial Equity:**

**Was this item identified as an opportunity to apply the Racial Equity Toolkit?**

No

**Prior Board Actions:**

2/25/25: Integrated Justice System Modernization Phase 3

4/22/24: Integrated Justice System Modernization

01/30/24-Board approved addition of Department Information System Coordinator to assist with Cal-AIM and JMS design for Cal-AIM data requirements

1/31/23: Contract Approval for Ernst & Young, LLP - Integrated Justice System Technology Consulting Services FY 2008-09 - Board approved \$500,000 in designated General Fund balance to be set aside for Sheriff's JMS.

**FISCAL SUMMARY**

<b>Expenditures</b>	<b>FY25-26 Adopted</b>	<b>FY26-27 Projected</b>	<b>FY27-28 Projected</b>
Budgeted Expenses			
Additional Appropriation Requested	\$1,893,567	\$851,816	\$873,640
<b>Total Expenditures</b>	<b>\$1,893,567</b>	<b>\$851,816</b>	<b>\$873,640</b>
<b>Funding Sources</b>			
General Fund/WA GF			
State/Federal			
Fees/Other	\$357,481	\$335,478	\$152,087
Use of Fund Balance	\$1,536,084	\$516,337	\$721,552
General Fund Contingencies			
<b>Total Sources</b>	<b>\$1,893,567</b>	<b>\$851,816</b>	<b>\$873,640</b>

**Narrative Explanation of Fiscal Impacts:**

The JMS project is composed of two expense categories, positions costs and ATIMS contract costs. The fiscal summary above combines these two categories, assuming approximately nine months of position costs, full implementation costs, and the potential contract contingency costs in FY 25-26. For the two subsequent years, costs reflect 12 months of the 2.0 time-limited FTEs and ATIMS annual maintenance and support costs. Cost details are shown in the attached table "Jail Management System Costs and Funding Sources".

Multiple funding sources have been identified to fund the project. The breakdown and allocation of each source is shown in the attached table "Jail Management System Costs and Funding Sources". A description of these sources is as follows:

1. In FY 2008-09, the Board set aside \$500,000 from year-end General Fund balance for the implementation of a JMS.
2. \$1,000,000 of FY 24-25 Non-Departmental funds which were set aside for system implementation are also contributing to position costs.
3. In FY 21-22, the Sheriff committed \$1,000,000 of Asset Forfeiture funds. Asset Forfeiture funds will be used to cover the ATIMS one-time implementation costs because they are restricted and cannot be used for

personnel costs.

4. In FY 24-25 budget hearings, \$1,000,000 was allocated from the Graton Rancheria Mitigation Fund Balance for use on the Sheriff’s JMS implementation.
5. Cal-AIM grant funds are available to contribute to both the ATIMS contract and personnel. This grant is approved for technology and technology-related staff.
6. The Sheriff’s Office will have unanticipated General Fund capacity available because of new revenue from Opioid Settlement funds that will offset the Jail MAT program costs, currently paid by the General Fund. Opioid Settlement funds will not be used to directly cover JMS costs.

Funds anticipated to be needed before first quarter consolidated budget adjustments will be related to ATIMS implementation costs. Therefore, \$1,000,000 will be appropriated with the FY 25-26 budget resolution and remaining sources and other necessary budget adjustments will be appropriated as needed through the consolidated budget adjustment process.

<b>Staffing Impacts:</b>			
<b>Position Title (Payroll Classification)</b>	<b>Monthly Salary Range (A-I Step)</b>	<b>Additions (Number)</b>	<b>Deletions (Number)</b>
Department Information System Specialist II	\$8,381.53 - \$10,188.62	1.0	0.0 <input type="checkbox"/>
Human Services Systems and Programming Analyst	\$9,218.11 - \$11,204.36	1.0	0.0 <input type="checkbox"/>

**Narrative Explanation of Staffing Impacts (If Required):**

1.0 FTE Human Services Systems and Programming Analyst is needed to create and maintain all data exchange interfaces and ongoing report customization and deployment. 1.0 FTE Sheriff’s Office Department Information System Specialist II (DISS) is needed for initial and ongoing customization and front-line support of the new Jail Management System. These allocations will be assigned to the Sheriff’s Administration budget section, IT Unit. These allocations will report directly to the IT Unit Manager (Senior Department Information Systems Manager - 0170). Both positions are time-limited for four years, October 14, 2025 - October 08, 2029.

**Attachments:**

- FY 25-26 Budget Resolution for Sheriff’s JMS contract
- FY 25-26 Position Resolution for Sheriff JMS implementation staffing
- ATIMS Contract
- Jail Management System Costs and Funding Sources
- Sheriff’s Program Change Request for JMS Implementation Staff

**Related Items “On File” with the Clerk of the Board:**

N/A