

Agenda Item #30 for the meeting of September 15, 2026

GENERAL BUSINESS

30. Status Report on the Justice Information System Incident Response and Recovery
(*County Administrator/ Emergency Management / Office of Information Technology*)
[Distributed under separate cover]

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Leon County Board of County Commissioners

Agenda Item #30

September 15, 2026

To: Honorable Chairman and Members of the Board

From: Vincent S. Long, County Administrator

Title: Status Report on the Justice Information System Incident Response and Recovery

Review and Approval:	Vincent S. Long, County Administrator
Department / Division Review:	Ken Morris, Assistant County Administrator
Lead Staff / Project Team:	Mathieu Cavell, Director, Community Relations, Resilience and Innovation Michelle Taylor, Chief Information Officer Janna Richardson, Director of Applications and Development, Office of Information Technology

Statement of Issue:

This item provides a status report on the events and actions associated with the August 18, 2026, migration of the Leon County Detention Facility's jail management system to the ProPhoenix platform. The report addresses the resulting impacts to the Justice Information System, the around-the-clock response provided by County staff, and the restoration of the Justice Information System on August 30, 2026. It also details the ongoing court-directed correction of affected records and the after-action report scheduled to be presented to the Board in November.

Fiscal Impact:

This item has no fiscal impact.

Staff Recommendation:

Option #1: Accept the status report on the Justice Information System incident response and recovery.

Report and Discussion

Background:

This item provides a status report on the events and actions associated with the August 18, 2026, migration of the Leon County Detention Facility's jail management system to the ProPhoenix platform. The report addresses the resulting impacts to the Justice Information System (JIS), the around-the-clock response provided by County staff, and the restoration of JIS on August 30, 2026. It also details the ongoing court-directed correction of affected records and the after-action report scheduled to be presented to the Board in November.

Two systems are at the center of this report. The JIS is the County-hosted system of record that the courts, the Clerk of the Circuit Court and Comptroller, the State Attorney, the Public Defender, the Sheriff's Office and other justice partners have relied on for roughly 30 years to manage case, docket, custody and related information. JIS, which is made up of multiple modules, was not replaced and remained in service throughout this incident. The jail management system is the module within that environment that records bookings, charges, custody status and releases at the Leon County Detention Facility and feeds that information to JIS. It is the jail management module that migrated to ProPhoenix on August 18, 2026, and was ultimately returned to the legacy JIS environment on August 30, 2026.

The migration to ProPhoenix was the first phase of a multi-year program to modernize the County's justice information systems. The replacement jail management system was selected in 2023 after a Request for Information that drew four qualified responses, evaluated by a technical team from the Detention Facility, the Sheriff's Office, and the County Office of Information Technology through demonstrations and a site visit. The County contracted with Chenosa Systems Corporation, doing business as ProPhoenix Corporation, through cooperative purchasing under a competitively bid technology service agreement.

Analysis:

The following provides a summary of the challenges encountered during the migration of the jail management system to ProPhoenix, the impacts to the court system, and the County's response to correct those challenges in coordination with judicial, court, and law enforcement partners. Following the summary, the Analysis section details the County's response in five phases including the return to the legacy system and the status of the ProPhoenix software system and agreement, the identification and correction of affected records, and information on the after-action report to be provided to the Board in November.

On August 18, 2026, the County migrated the Detention Facility's jail management system to ProPhoenix. At first, the issues that surfaced were taken to be the expected, routine problems of a data conversion, and staff on site worked on correcting them as they arose. Only over the following days of dedicated investigation, as errors surfaced in JIS and the justice partners reported what they were seeing, did the full extent of the technical problem become evident. In brief:

- The first signs appeared on August 19, 2026, as problems in routine outputs: The electronic first appearance report was missing information, and some individual records feeding JIS showed errors. Over the following days, the errors continued to appear faster than they were being corrected, and the justice partners reported what they were seeing in JIS. By

Friday, August 21, 2026, it was evident that the case and custody information in JIS could not be relied on, and Chief Judge Frank Allman moved first appearance to in-person hearings. First appearance and Detention Facility visitation were disrupted during this period.

- The County responded with around-the-clock efforts including adding staff, increasing training, seeking outside expertise, and attending every first appearance in person to address case corrections. On August 23, 2026, an administrative incident command structure was established at the Leon County Detention Facility.
- When the problems did not resolve reliably enough, on August 26, 2026, the County and its judicial partners agreed to return jail management to the legacy JIS environment, restoring the arrangement in place before the migration. After two days of testing with arresting agencies and detention staff, the return to the old system was completed on Sunday, August 30, 2026. JIS has been stable since.
- On September 2, 2026, Chief Judge Allman rescinded the in-person first appearance procedures, finding the electronic system was restored and reliable. First appearance returned to normal operations on September 3, 2026.
- The County's review of every record touched by ProPhoenix was completed on Sunday, September 6, 2026, ahead of the original estimate of 10 to 14 days, and the list of affected cases went to the Chief Judge, the State Attorney and the Public Defender that evening. Nothing on that list will be changed without the Court's direction. The County's technical team is ready to carry out whatever the Court directs, case by case or under a single order, on the Court's timeline. Correction of affected booking records is proceeding under the County's own authority.
- The after-action report will be presented to the Board in November.

County Response - In Five Phases:

The County's around-the-clock response to the data conversion errors resulting from the migration of the Detention Facility's jail management system to ProPhoenix moved through five phases, as follows:

Phase 1: Go-Live and the First Signs (August 18 and 19, 2026)

- Tuesday, August 18, 2026: The changeover to ProPhoenix began at 12:01 a.m. and ran roughly 12 hours, with County OIT staff on site at the Detention Facility to address any issues as they arose; the vendor also had a team on site for the migration through August 23, 2026.
- Wednesday, August 19, 2026: County OIT learned that the changeover had produced errors in the records feeding JIS, including some duplicated charges and reopened cases. Wednesday's first appearance was affected by data-control issues, and in-person visitation at the Detention Facility was disrupted that day and quickly resumed the next day. On day two, OIT moved to around-the-clock coverage at the Detention Facility and technical support at every first appearance and maintained both without interruption until the system was restored.

Phase 2: Holding Operations Steady While Addressing the Challenges (August 20 to 25, 2026)

Each day added a layer of response.

- Thursday, August 20, 2026: With the electronic first appearance report missing information, a manually printed package was prepared by the Sheriff's Office and the County for the Court. The County opened a single online intake so every partner agency could report problems in one place and staff briefed all justice partners on a regularly scheduled coordinating call.
- Friday, August 21, 2026: The County continued adding staff to help the Detention Facility booking team keep pace with arrest entries. The Chief Judge of the Second Judicial Circuit issued the Third Amendment to Administrative Order 2019-06, the Circuit's standing order governing first appearance, moving Leon County first appearance to in-person hearings in Courtroom 3A beginning Saturday, August 22, 2026, an accommodation that remained in place through September 2, 2026.
- Saturday, August 22, 2026: Officers from arresting agencies and the Detention Facility intake, booking and release staff received hands-on training on the new system.
- Sunday, August 23, 2026: The County Administrator established an incident command structure to coordinate the response across OIT, the Detention Facility and the County's judicial partners, and provided staff to assume the coordination and implementation of partner training. Classroom training for arresting officers and booking staff began Monday, August 24, 2026, and ran every two hours through the week.
- Tuesday, August 25, 2026: The County brought in additional outside experts by engaging ISF, a Florida-based public sector technology firm whose database specialists supported the data forensics, restoration and testing effort. County teams began attending first appearance in the courtroom each day, and the Court began issuing case correction orders from first appearance.
- Over the course of the response, the County's JIS team was more than doubled in size, combining contracted specialists who know the JIS database architecture, vendors with database management expertise and internal technical staff redeployed from across the organization. Daily coordination calls with every justice partner ran through restoration, and every issue any agency identified was tracked centrally to resolution.

Phase 3: The Decision to Return to JIS (August 26 to 29, 2026)

- Wednesday, August 26, 2026: With the problems not resolving reliably enough within the ProPhoenix environment, the County, in coordination with its judicial partners, agreed to return jail management operations to the legacy JIS environment, restoring the jail management module to its last known good state as of August 17, 2026, with emphasis on preserving the current JIS database and all information entered since the migration.
- Thursday, August 27, 2026: The return to JIS got under way. OIT delivered the list of docket entries the migration had applied to existing cases to the Chief Judge, the State Attorney and the Public Defender, and the County Administrator provided the Board a written status update.

- Friday, August 28, 2026: The County provided the Sheriff's Office a written restoration plan and the County Administrator continued updating the Board. The Chairman called a Special Meeting for August 31, 2026. That evening, OIT brought up the restored environment at the Detention Facility at 7:30 p.m. and worked overnight with arresting officers and booking staff entering test records.
- Saturday, August 29, 2026: Arresting agencies and detention staff tested the restored system from 10:00 a.m. to 7:00 p.m., with the Tallahassee Police Department on the first shift and the Sheriff's Office on the second, followed by a go/no-go decision with Detention Facility leadership that evening.

Phase 4: Restoration (August 30 to September 3, 2026)

- Sunday, August 30, 2026: The transition back to JIS was completed in the County's usual 2:00 p.m. to 4:00 p.m. maintenance window, when partners are accustomed to limited access to the system. ProPhoenix was disconnected from the live system and retained for historical reference only. No data was changed or modified as a result of the transition. Partners were notified shortly after 5:00 p.m. that JIS was restored and operational. The first post-transition issue reports were logged and resolved that evening, and the Board was informed that night.
- Monday, August 31, 2026: The Detention Facility's inmate census was reviewed and corrected in JIS with the Sheriff's Office, the connections to the Detention Facility's third-party vendors (CorrecTek, Aramark and Guardian) were restored beginning that evening, and an update was provided to the Board at 6:00 p.m. during its Special Meeting on the jail management system.
- Tuesday, September 1, 2026: Electronic distribution of the first appearance docket resumed alongside the paper packets required by the Court, and the County Administrator began daily written updates to the Board, estimating the data review at 10 to 14 days.
- Wednesday, September 2, 2026: County OIT staff, supplemented by Library Services staff, were posted in each non-civil courtroom to record judicial direction and document JIS issues at the source. The Chief Judge signed Administrative Order 2026-01, finding that, after practice and testing, the electronic system had been restored for first appearance and was reliable.
- Thursday, September 3, 2026: First appearance returned to normal operations, including the digital paperwork process in place before August 18, 2026, and the supplemental courtroom staffing was stood down once the Court's corrections were arriving as written orders through the process established September 2, 2026.

Phase 5: Correcting the Records (September 4 to 11, 2026)

- Saturday, September 5, 2026: JIS was stable six days after restoration and the data review was on track for the end of the weekend.
- Sunday, September 6, 2026: The County completed its review of every record the migration touched, several days ahead of the original estimate, and that evening provided the Chief Judge, the State Attorney and the Public Defender the complete list of affected cases and defendants.

- Monday, September 7, 2026: OIT prepared individual records for each affected person and a refinement of the list identifying the cases whose erroneous entries can be corrected in a single batch and met with partners to discuss the data in greater detail.
- Wednesday, September 9, 2026: OIT provided the Courts the affected case list organized by division and judge, distinguishing the cases whose erroneous entries are entirely system-generated from those that also involve manually entered records.
- Thursday, September 10, through Friday, September 11, 2026: OIT began preparing corrections in small batches in the JIS test environment, where the Courts, the State Attorney and the Public Defender can review each corrected record against live JIS before any correction is made under the Court's direction. Partners will review the first batches beginning Monday, September 14, 2026.

The County Administrator's communication with the Board followed the course of the event as it unfolded. From August 18, 2026, the situation was managed where it was occurring, at the Detention Facility and in the courtroom, with the justice partners who operate the system briefed daily as part of the response. Through that first week, the County's understanding changed daily, from the routine issues of a data conversion to a determination that the vendor environment would not stabilize reliably enough for the justice system to function properly. Once the determination was made in consultation with the justice partners to return to the legacy environment, the Board was notified of the new course of direction. As is customary, the County Administrator informed the full Board in writing the next day, August 27, 2026, so every Commissioner received the same complete and accurate account at the same time across 10 different email updates, and the Board has been informed of each material development.

The ProPhoenix software is no longer connected to any live County system. It was disconnected from JIS and from the Detention Facility's operations on August 30, 2026, and has been quarantined since then and retained, unchanged, for historical reference, for the correction of affected records and for the technical root-cause review. The County preserved the ProPhoenix database and the interface that carried its data into JIS before the return to the legacy system, and correction of the affected records draws on that preserved copy and on JIS itself. Neither the courts' operations nor the correction work depends on the vendor.

Identifying and Correcting Errors:

The County's technical review, conducted with outside database specialists, established how the errors were produced:

- Conversion activity on the morning of August 18, 2026, touched a large number of historical booking and charge records in the vendor's system.
- The County-hosted interface carries booking information from the jail management system into JIS. It had no record of the historical bookings the conversion touched, so it treated them as new bookings and wrote them into JIS as new arrests, along with the docket, bond and custody entries JIS generates for any new booking.
- As discovered on August 27, 2026, the largest set of erroneous docket entries was created within a single 89-second span on the morning of August 18, 2026, at a pace no person could match and during the changeover window, when no user was entering booking records.

Every reported correction has been tracked centrally since August 20, 2026, and every correction is made with judicial authority behind it as follows:

- From August 25, 2026, the Court issued case correction orders from first appearance. On August 26, 2026, the Chief Judge presided over a corrections docket to re-address records from the August 20, 2026, first appearance docket; County staff made the ordered corrections that night and the following morning, and every ordered correction was made. On September 4, 2026, the Chief Judge confirmed to the Board in writing that he gave verbal orders to County staff at that docket proceeding.
- Under the process the Courts, the Clerk, and the County put in place on September 2, 2026, and confirmed with all partners on September 3, 2026, a correction follows a single, documented path from the Judge's direction to the revision of the legal record: The State Attorney or Public Defender completes the Court's stipulated order form during the proceeding; the Clerk enters the signed order into the County's tracking system; the County's technical team completes the correction on the timeline the Court sets (immediately, within 24 hours or as soon as practicable); and email confirmations go to Court Administration, the State Attorney, the Public Defender and the Clerk when each order is entered and when it is completed.
- On September 3, 2026, OIT sent the Chief Judge, the State Attorney and the Public Defender another list of cases identified from JIS activity between August 18, 2026, and August 30, 2026, for their review.

Data Review and the Affected-Case List:

The County's data review had two parts:

- The technical part searched the entire JIS database for entries that share the signature of the erroneous records: Docket entries and booking records created by the system rather than by a person during the affected period, carrying the same identifying characteristics. Every entry that matched was traced to the case and defendant it touched.
- The manual part verified each flagged case individually and folded in every issue the partner agencies reported through the ticket form and the court-directed correction process, so that the list reflects both what the system search found and what partner staff saw in practice.

The review was completed on Sunday, September 6, 2026, and that evening, OIT transmitted the complete list to the Chief Judge, the State Attorney and the Public Defender:

- One row per affected case and defendant, marking cases previously referred to those offices, including those already corrected, so that all offices work from a single accounting;
- Individual records showing the affected entries on each person's cases, prepared the following day, and an offer to meet with the partner offices on how a correction across the list would work;
- The County's commitment that no record on the list will be changed without the Court's direction, with the technical team that has executed court-ordered corrections since September 2, 2026, staffed to act the same day the Court directs, case by case or under a single order covering the list.

The migration did not create new court cases and did not confuse anyone's record with another person's record. What it did was add entries to existing records that do not correspond to any real event. On an affected case, the docket shows one or more entries, typically a booking, arrest, bond or release entry, most dated August 18, 2026, that reopened a closed case or showed a person in custody who was not in the Detention Facility. In a smaller number of instances, a number of duplicate records were created during booking. A person appears on the list only because the converted data carried that person's prior bookings, not because of anything the person did, and the affected population is dominated by people with recent contact with the Detention Facility, with a smaller number of historical cases reaching back to the 1990s. The affected records report identifies 1,428 individuals and 2,289 cases, and for each person it carries the attorney of record in JIS so that the State Attorney and defense counsel can be notified through the process the Court directs, and a custody indicator so the Court can set priorities between persons in custody and persons who are not. The September 7, 2026, refinement of the list marks the cases whose erroneous entries carry the same technical fingerprint and can be corrected in a single batch on the Court's direction, roughly nine out of 10 cases on the list; the remainder came through manual review and the partner agencies' reports and will need individual attention.

The affected records fall into two categories, each with a different owner and correction process. Docket entries are court records and may only be corrected at the direction of the Court. Arrest and custody records are booking records and are corrected by the County's technical team with Detention Facility review and sign-off.

Corrections are being completed in a deliberate sequence. Court records are addressed first to ensure that no booking-related record is removed while a related docket entry still relies on it. Before any erroneous record is removed, a complete copy is preserved to maintain a full record of the original data.

The County's technical review is complete, with every ProPhoenix-related record in JIS, in both categories, identified and accounted for. Correction of those records is proceeding in the order and manner required, with County resources prioritized accordingly. The overall process will be complete when each identified record has either been corrected or affirmatively retained by the entity responsible for that record. Because the Court directs the prioritization and disposition of court records, final completion is a joint milestone dependent on the Court's direction and schedule, with County staff standing ready to make corrections at the pace, priority, and timeline directed by the Court.

None of this has been the County's work alone. The Chief Judge's administrative orders kept first appearance running and then returned it to normal. His corrections docket and the Court's daily correction orders gave the County the authority it needed to fix records the same day. The Clerk built same-day notice of every e-filed correction order. The State Attorney and the Public Defender have carried the stipulated orders through every proceeding. The Sheriff's Office and the Tallahassee Police Department tested the restored system with their own officers before it went live. The County continues to work with the Court, the Clerk, the State Attorney and the Public Defender daily, and will do so until the last record on the list is resolved.

Status of the ProPhoenix Agreement:

Decisions regarding the ProPhoenix agreement, County Contract B-24-019, are under review with the County Attorney. The County Attorney has advised that any action regarding the status of the agreement await the completion of the after-action report and the technical root-cause review, so that the basis for any action is established on the record, and that a recommendation regarding the agreement be brought to the Board with the report in November, or at such time as County staff and its expert consultants have otherwise completed and documented the technical root-cause review. In the meantime, the County has preserved its position under the agreement:

- On September 7, 2026, the County requested from the vendor, as outlined under Section 8(C) of the agreement, the project documentation and work product covering the data migration, system testing, interface management, go-live and conversion plans and the records of each conversion load. A response was requested by September 10, 2026; as of September 11, 2026, the County has not received it.
- The agreement's remedies and termination provisions remain available to the County, and nothing has been waived.

Because ProPhoenix is disconnected and quarantined, the timing of any action on the agreement has no effect on Court operations, Detention Facility operations, or the correction of affected records.

After-Action Report:

Leon County has a longstanding practice of learning from significant events and applying those lessons to strengthen future operations and organizational resilience. Consistent with other previous County multi-departmental responses, this incident will undergo a formal after-action review to identify lessons learned and opportunities for improvement. The review will follow national standards, with the resulting improvement plan presented to the Board and shared with every partner agency. Since 2016, the County has produced six after-action reports totaling 332 findings and 253 recommendations, including 44 findings and 41 recommendations from the 2024 events, with each recommendation tracked to completion and reported to the Board.

The report follows nationally recognized best practices for after-action reports and improvement plans. For each capability evaluated, it records strengths, areas for improvement, root causes and corrective actions, each with an accountable department, designated project leader, and a completion date. The report will include a technical root-cause review, conducted with the County's retained technology expert, which will inform the County Administrator's recommendation regarding the ProPhoenix agreement, with input from the County Attorney regarding the agreement provisions.

The County is not waiting for November to learn. Two lessons are already being applied:

- Go-live readiness for any critical system will include a rehearsed return to the prior system before cutover, so that a fallback plan is a tested option rather than a decision made under pressure.
- Any major change to a system that feeds JIS will include the justice partners in go-live readiness: a joint review of the go-live plan with the Courts, the Clerk, the State Attorney,

the Public Defender and the Sheriff's Office; partner testing, with their own staff, of the records that flow into JIS before cutover; and confirmation from each office that its operations are ready for the go-live date, so the offices that rely on JIS see the change before their cases do.

The after-action report will inform the County's approach to future technology and critical-system disruptions, go-live readiness standards for remaining justice technology modernization efforts, development of a technology-disruption action plan, and future Board decisions regarding judicial information technology. The Board will receive the report's findings and recommendations in November, and a status report on the implementation of every recommendation six months after that, in the same tracked form the Board receives for the County's other after-action reports.

Options:

1. Accept the status report on the Justice Information System incident response and recovery.
2. Do not accept the status report on the Justice Information System incident response and recovery.
3. Board direction.

Recommendation:

Option #1