



air pollution control district  
SANTA BARBARA COUNTY

**Request For Proposals**

**Software Systems Modernization**

**Date Released: 07/01/26**

**Santa Barbara County  
Air Pollution Control District**

**260 N San Antonio Rd # A,  
Santa Barbara, CA 93110**

**Proposals are due prior to 05:00 P.M. PDT, 07/31/26**

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# Request for Proposals: Software Systems Modernization

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## 1. Purpose

The purpose of this Request for Proposals is to solicit proposals from qualified software development partners to collaborate on the ongoing modernization of the in-house line-of-business software created for Santa Barbara County Air Pollution Control District (SBCAPCD).

## 2. Background

### 2.1 About SBCAPCD

SBCAPCD is a local government agency designated by federal and state law that is responsible for regulating air pollution in Santa Barbara County, California.

SBCAPCD has employed a dedicated software developer for more than twenty years to maintain and enhance its Integrated Database System (IDS). These custom software solutions are fundamental to the majority of SBCAPCD programs and administrative functions. SBCAPCD is now seeking to modernize IDS to ensure that its critical components across all functional areas continue to provide reliable, efficient, and effective tools for SBCAPCD staff in support of core air quality program operations.

### 2.2 The Integrated Database System (IDS)

IDS is a suite of custom line-of-business desktop applications supporting SBCAPCD operations across engineering, compliance, inventory, and administration. All IDS applications share a single integrated SQL Server database. Core data created in the foundational permitting applications flows downstream into the other IDS applications and modules. A staged, multi-application modernization of IDS is already underway in-house (see Section 4.1).

## 3. Project Goals and Objectives

SBCAPCD is seeking a qualified software development partner to work alongside its in-house team on the ongoing modernization and enhancement of IDS. The specific applications and work the partner will own will be defined collaboratively during discovery and sequenced against the in-house team's roadmap. This engagement will include conducting a thorough assessment of the relevant parts of the current environment and implementing an updated technical architecture

that improves the existing systems. These efforts should support long-term maintainability, performance, staff knowledge transfer, and a more intuitive, consistent user interface.

**The primary goals of this engagement are:**

- Assess the in-scope IDS applications and their database dependencies to identify technical debt, risks, and downstream impacts
- Deliver production-ready modernized application releases consistent with the deliverables and exit criteria agreed during discovery and outlined in Appendix B
- Preserve the functionality staff rely on: for each application brought into scope, support the workflows, features, and capabilities currently available to staff, with the exact scope and any intentional changes defined collaboratively with SBCAPCD
- Deliver a modern, consistent user interface that improves usability and supports efficient data entry for SBCAPCD staff, developed collaboratively with SBCAPCD input and professional UI/UX expertise from the selected partner
- Introduce a service boundary between the user interface and the database to improve encapsulation, testability, and long-term maintainability. This boundary should be designed with future flexibility in mind, so that the same service contracts could support alternative front-end technologies if SBCAPCD chooses to explore web-based delivery at a future date
- Transfer knowledge to SBCAPCD technical staff so they can independently maintain and extend the modernized system
- Deliver well-documented, clearly structured code and contribute to SBCAPCD's growing body of engineering documentation and conventions, so that institutional knowledge is captured and shared across the team rather than held informally

SBCAPCD is not seeking to outsource ownership of its software. The intent is a collaborative, defined-scope engagement that expands delivery capacity while ensuring SBCAPCD staff can continue to maintain and operate the resulting codebase independently.

### **3.1 Future Engagement Opportunity**

This RFP is part of an ongoing, multi-application modernization of IDS that SBCAPCD is pursuing primarily with its in-house team. SBCAPCD's IDS encompasses many line-of-business applications, many of which will be modernized over successive phases of work. **A partner who demonstrates strong performance, effective collaboration, and quality deliverables will be well-positioned for continued and expanded involvement as the program proceeds, subject to applicable procurement requirements. The division of work between in-house staff and the partner will be determined collaboratively and may vary by application and phase.** SBCAPCD values continuity and the accumulated domain knowledge that comes from a sustained working relationship.

## 4. Current Technical Environment

SBCAPCD primarily uses Microsoft-based application development and database technologies. Core systems are built in C# using Windows Forms on .NET Framework with a layered architecture (presentation, business, and data layers), developed within Visual Studio and managed through Azure DevOps. These applications use a single, integrated SQL Server database accessed primarily through stored procedures, which supports all major SBCAPCD business and air program operations, including stationary source permitting, compliance and enforcement tracking, invoicing and revenue management, emission inventory development, state and federal regulatory reporting, annual program reporting, and complex regulatory document generation. The primary SQL Server database backing IDS has evolved over many years and contains over 1,000 user-defined tables and more than 4,500 stored procedures, with a significant portion of business logic implemented in the database layer. These figures are provided for general sizing guidance and may be refined during discovery.

Additional technical detail regarding the application architecture, database structure, deployment model, and integration dependencies is provided in Appendix A.

### 4.1 Modernization Already Underway

A staged modernization of IDS is already in progress in-house. SBCAPCD's in-house team is migrating IDS applications to a modern desktop stack (.NET 10 with WinUI 3 / Windows App SDK), beginning with its first application, while preserving the existing SQL Server database and its stored-procedure interface. Foundational, cross-cutting infrastructure has already been built and is functional, including a shared in-application bug and feature reporting capability and an in-application help system. Both are incorporated into the first modernized application, which is nearing release, and are designed for reuse by subsequent applications as they are brought into scope.

The team works to a defined set of engineering conventions, architectural decision records, reusable development skills, and a documented development lifecycle, and uses AI-assisted development tools as a standard part of its workflow. The selected partner is expected to work within and contribute to these established conventions and tools rather than introducing parallel approaches. SBCAPCD will share the relevant conventions, repository structure, and access required for the partner's scope at the appropriate stage of the engagement.

## 5. Scope of Work

SBCAPCD is seeking proposals from qualified partners to assist with the modernization of IDS applications and their supporting database dependencies. The specific applications and scope the partner will take on are intentionally left open and will be defined collaboratively during discovery; the items below describe the shape of the work rather than a fixed application list.

**The intent of this engagement is to:**

- Assess the in-scope applications and their database dependencies within the shared PSA database
- Deliver architecture and UI updates for the in-scope applications, including initial production-ready releases, based on the goals and deliverables described in this RFP and refined collaboratively during discovery
- Deliver maintainable, well-documented code that can be supported and extended by SBCAPCD technical staff after project completion

The major activities expected under this engagement are: **(1)** assessing the in-scope applications and their PSA database dependencies; **(2)** executing the modernization work as described in this RFP and refined during discovery; **(3)** producing and maintaining required technical documentation; and **(4)** supporting SBCAPCD staff through troubleshooting, implementation, and knowledge transfer. SBCAPCD will provide a prioritized enhancement list; the partner shall use that list to sequence work within the approved budget and schedule.

## 5.1 Target Technology Stack

The approved target stack is:

- .NET 10 with WinUI 3 (Windows App SDK) for the desktop user interface
- C# application/service libraries implementing an in-process service boundary between UI and data access
- SQL Server 2019 with stored-procedure-based data access (existing database structure preserved)
- Windows Integrated Authentication
- Azure DevOps for source control, build pipelines, and release management

## 6. Services and Tasks Anticipated

### 6.1 System Assessment and Modernization Planning

- Review and analyze the in-scope applications (C#/WinForms, .NET Framework) and the integrated SQL Server database, including stored procedures and key business workflows
- Identify technical debt, risks, and dependencies between the in-scope applications and the rest of IDS
- Evaluate current user interface patterns and usability pain points in collaboration with SBCAPCD staff
- Collaborate with SBCAPCD to produce a refined delivery plan with milestones, dependencies, and acceptance criteria based on the goals and deliverables outlined in this RFP
- Use the SBCAPCD-approved target stack:
  - .NET 10 with WinUI 3 (Windows App SDK) for desktop UI
  - C# application/service libraries to implement the in-process service boundary

- SQL Server 2019 with stored-procedure–based access
- Windows integrated authentication
- Azure DevOps for source control and build/release

## 6.2 Software Modernization

- Upgrade the in-scope applications from .NET Framework/Windows Forms to .NET 10 with WinUI 3 (Windows App SDK), using an incremental, low-risk approach that maintains full functional parity with the existing application, database behavior, and supports side-by-side rollout and rollback to the legacy application
- Deliver a modern, visually consistent user interface that improves usability and supports efficient data entry for high-volume screens
- Introduce a service boundary (not microservices) between the user interface and the SQL Server database to better encapsulate business logic and reduce direct database coupling. Service interfaces should avoid tightly coupling to desktop-specific or data-access-specific types where practical with an eye toward a potential future transition to web-based delivery
- Refactor legacy code where necessary to improve maintainability, performance, and testability while preserving current functionality

## 6.3 Application Enhancements

- Optimize existing workflows and user interfaces to improve usability, data quality, and efficiency, including streamlined screen layouts and navigation
- Work jointly with SBCAPCD staff to identify enhancements that can be delivered as part of modernization efforts without materially impacting schedule or budget
- Deliver enhancements as approved backlog items prioritized by SBCAPCD, implemented only when scheduled within the approved scope, budget, and delivery plan

## 6.4 Design and Development Services

- Collaborate with SBCAPCD staff to develop and implement the modernized user interface, using SBCAPCD-provided design concepts, if available, as a starting point. Updated screen layouts and workflow changes should aim to reduce manual effort and improve efficiency and consistency
- Design application components and data access patterns consistent with widely accepted .NET best practices, supporting unit and integration testing where practical
- Ensure any new or refactored components are structured so that future SBCAPCD staff developers can readily understand, modify, and extend them

## 6.5 Documentation

Develop technical documentation for modernized systems, including:

- System and application architecture diagrams

- Key database objects and stored procedure usage relevant to the modernized components
- Service boundary specifications
- Build, deployment, and configuration instructions within the context of Azure DevOps and SBCAPCD's existing environment
- Concise developer-focused documentation to support handoff to SBCAPCD staff, including code organization, patterns used, and guidelines for future enhancements

## 6.6 Knowledge Transfer and Staff Collaboration

- Collaborate with SBCAPCD technical staff throughout the project to ensure understanding of design decisions and implemented changes
- Provide training, walkthroughs, and code reviews with SBCAPCD staff to support eventual internal ownership of the modernized system
- Structure deliverables and documentation to minimize future reliance on the partner for routine maintenance and enhancements

## 7. Code Ownership, Source Control, and Intellectual Property

- All custom source code, configuration, scripts, and related work products developed under this engagement will be the property of SBCAPCD
- SBCAPCD and the partner both expect to use AI-assisted development tools (for example, code generation, code review, and documentation) during the engagement. All work products delivered under this engagement are owned by SBCAPCD as set out above, regardless of whether AI-assisted tools were used in their creation. The partner is responsible for ensuring that AI-assisted contributions are reviewed for correctness, quality, and licensing, and that no deliverable infringes third-party intellectual property or introduces code under incompatible license terms.
- The partner will use SBCAPCD's existing Azure DevOps environment and repositories for source control, build, and deployment pipelines, following SBCAPCD's standards and practices
- Additional services beyond the agreed scope are not included in this RFP. Should SBCAPCD wish to engage the selected partner for further work, those engagements will be negotiated separately

## 8. Work Location

Work may be performed remotely; all partner staff assigned to this project must be located in and perform work from the United States. Remote collaboration is expected to be the primary mode

of engagement. In-office meetings at SBCAPCD offices are welcome and may be requested from time to time for project kickoff, key milestones, or workshops, subject to mutual agreement.

## 9. Required Qualifications

Persons or firms responding to this proposal must be qualified, experienced, and competent in the delivery of high-quality software.

The Proposer shall have demonstrated successful outcomes in the following areas:

- Designing and engineering Windows-based software solutions, including the enhancement or modernization of existing applications
- Developing desktop software using a modern Microsoft .NET platform, particularly WinUI 3 / Windows App SDK (experience with WPF or other modern .NET UI frameworks is also relevant)
- Designing, implementing, optimizing, and securing relational databases using Microsoft SQL Server, including extensive use of stored procedures
- Applying structured testing and quality assurance practices, including unit testing, integration testing, and support for user acceptance testing
- Experience working with applications built with Windows Forms or comparable legacy .NET desktop technologies
- Contributing to and extending existing production codebases that have established architectural conventions, rather than greenfield development alone
- Working in Azure DevOps with branch, pull-request, and CI/CD workflows
- Integrating AI-assisted development tools into a team workflow with appropriate review and quality controls

### 9.1 Preferred Qualifications

- Experience modernizing or migrating legacy .NET and SQL Server applications to newer .NET frameworks, architectures, or hosting environments
- Experience collaborating on user interface design and translating concepts into production-ready interfaces
- Experience with projects related to air quality management and/or environmental regulatory or governmental agencies

## 10. Proposal Requirements

Proposals shall, at a minimum, include the following information. Proposals that do not include the required information may be considered non-responsive.

## 10.1 Firm Profile and General Information

Provide a concise description of your firm or company, including:

- Legal name, year established, and type of organization
- Office location(s) from which work will be performed
- Summary of services and capabilities relevant to: Microsoft .NET development, Windows-based applications and user interface design for line-of-business systems, and Microsoft SQL Server
- Approximate staffing levels and primary technical roles
- Brief description of experience with systems similar in scope and complexity to SBCAPCD's internally developed line-of-business applications

## 10.2 Relevant Experience and References

Provide a **summary of at least five (5) representative projects completed within the last three (3) years** that involved enhancing, modernizing, or refactoring line-of-business systems. Projects should reflect a range of work relevant to this engagement rather than a single project type. For each project, provide:

- Client name and type (e.g., public agency, private sector)
- Brief project description and technologies used
- Scope of services provided by your firm
- Project duration and general scale (e.g., small/medium/large or approximate budget if allowed)
- Current project status (completed, in progress, or terminated)

Provide at least three (3) client references from the projects listed above, including: client organization, contact name and title, phone number and email, and a brief description of the work performed. References should represent a range of project types and client relationships.

## 10.3 Project Understanding and Approach

Provide a concise description of your firm's understanding of SBCAPCD's systems and project goals, and your proposed approach to this engagement, including:

- How you will conduct the initial assessment and prioritize modernization and enhancement work
- Your approach to modernizing the user interface and application architecture
- Your strategy for the .NET Framework to .NET 10 / WinUI 3 (Windows App SDK) migration, including how you will manage risk and ensure side-by-side operation with the legacy application
- How you will introduce the in-process service boundary and what patterns you recommend, including any considerations for future flexibility (e.g., potential web-based delivery)

- How you will collaborate with SBCAPCD staff, including communication, knowledge transfer, and support for staff ownership of the modernized system
- How you will manage scope, schedule, and risks within a defined budget
- SBCAPCD uses AI-assisted development tools as a standard part of its workflow and expects its partner to do the same. Describe your AI-assisted development practices (e.g., code generation, code review, documentation), your quality-assurance practices around AI-assisted work, and how those practices would integrate with SBCAPCD's existing conventions, skill library, and review process

## 10.4 Rate Schedule and Pricing

Provide a clear cost proposal for the services described in this RFP, including:

- Hourly rates for applicable labor categories (e.g., software developer, senior developer/architect, database developer/DBA, project manager, QA/tester, technical writer)
- Indication of whether rates are fully burdened (including overhead, profit, and all other costs.)
- Description of your standard pricing structure (e.g., time-and-materials with a not-to-exceed amount)
- Any standard minimums or additional charges, with the understanding that work may be performed primarily remotely
- A description of how you typically staff and structure a collaborative, time-and-materials engagement of this type (e.g., typical roles and team composition), provided for informational purposes and not as a commitment to a fixed level of effort or scope

## 11. Evaluation and Selection

SBCAPCD will review all timely and responsive proposals in accordance with the criteria described below. SBCAPCD may, at its sole discretion, conduct interviews, request additional information or clarification, and/or negotiate with one or more Proposers prior to making a final selection. Proposals will be evaluated on the following factors:

### 11.1 Understanding of Project and Approach (35%)

- Demonstrated understanding of SBCAPCD's environment, goals, and constraints
- Quality and practicality of the proposed approach to assessment, modernization, and enhancement of existing systems
- Approach to user interface modernization, including how the partner will collaborate with SBCAPCD on design direction
- Approach to collaboration, communication, and knowledge transfer with SBCAPCD staff

## 11.2 Relevant Experience and Qualifications (35%)

- Depth of experience with Microsoft .NET, Windows-based applications, and Microsoft SQL Server
- Demonstrated success with similar modernization and migration projects, particularly involving legacy .NET and SQL Server systems
- Qualifications and experience of key proposed staff
- Experience working with public agencies and/or environmental regulatory programs (preferred but not required)

## 11.3 Quality of Proposal (10%)

- Clarity, organization, and completeness of the proposal
- Responsiveness to the requirements outlined in this RFP
- Reasonableness and realism of the proposed approach and staffing plan

## 11.4 Rate Schedule and Pricing (10%)

- Competitiveness and transparency of hourly rates and pricing structure
- Reasonableness of the pricing structure, including any minimums, additional charges, or not-to-exceed approach

## 11.5 References (10%)

- Feedback from client references regarding quality of work, adherence to schedule and budget, communication, and overall performance

SBCAPCD is not obligated to select the lowest-cost proposal. SBCAPCD intends to award a contract to the Proposer whose proposal, in SBCAPCD's judgment, represents the best overall value considering the evaluation criteria listed above.

SBCAPCD reserves the right to reject any or all proposals, to waive minor irregularities or informalities in any proposal, and to cancel or modify this RFP in whole or in part at any time.

## 12. Submission Instructions

Proposals must be submitted electronically in PDF format to [IDSRFP@sbcapcd.org](mailto:IDSRFP@sbcapcd.org) no later than **5:00 p.m. (Pacific) on July 31, 2026**. Proposals received after the deadline will not be considered. The subject line of the submission email shall read:

***RFP Response — Software Systems Modernization — [Firm Name]***

Proposals should be clearly organized and follow the structure outlined in the Proposal Requirements section of this RFP. There is no page limit, though Proposers are encouraged to

be concise and avoid unnecessary filler material. SBCAPCD reserves the right to request clarification on any portion of a submitted proposal.

## 13. Questions and Communications

All questions regarding this RFP shall be submitted in writing via email to [IDSRFP@sbcapcd.org](mailto:IDSRFP@sbcapcd.org). Questions must be received no later than **5:00 p.m. (Pacific) on July 21, 2026**. SBCAPCD will not respond to questions received after this deadline.

Responses to all questions received, along with any amendments or addenda to this RFP, will be compiled and posted on the SBCAPCD website at <https://www.ourair.org/software-systems-rfp/> no later than **5:00 p.m. (Pacific) on July 24, 2026**. Questions will be published without identifying the proposer who submitted them. It is the responsibility of each proposer to check the linked page for the posted responses and any amendments prior to submitting a proposal.

Only written responses posted by SBCAPCD at the location above are official and binding. Oral or other informal communications shall not be relied upon and do not bind SBCAPCD.

Proposers shall not contact SBCAPCD staff directly regarding this RFP outside of the written Q&A process described above. Unauthorized contact may result in disqualification.

## Appendix A: Technical Environment Detail

### Application Architecture

All IDS applications are built in C# using Windows Forms on .NET Framework 4.8.1. The applications follow a layered architecture pattern with presentation, business logic and data layer classes. The BL layer primarily delegates to the DL layer, which uses Microsoft Enterprise Library and ADO.NET DataSets to call stored procedures. Stored procedures frequently return multiple result sets consumed directly by UI-bound DataSets.

As is typical of systems that have evolved over many years under active operational demands, business logic is distributed across the application and database layers. Stored procedures handle some share of business rules and data logic, while the application layers manage UI coordination and workflow. The codebase follows a consistent structural pattern across all applications, which supports developer onboarding and comprehension.

Applications share a common control library DLL (sbcapcd control library) that provides base form classes, shared UI controls, user role management, connection string handling, and utility functions. Beyond this shared library, inter-application coupling is minimal at the code level but significant at the data level, as all applications share the single PSA database.

### Database Architecture

IDS is backed by a single SQL Server 2019 database (PSA) hosted on-premises. Key sizing metrics:

Name	Value
SQL Server Version	SQL Server 2019, on-premises
Database Name	PSA (single database for all IDS apps)
Total Size (reserved)	~166 GB
User-Defined Tables	1,000+
Stored Procedures	4,500+
Authentication	Windows Integrated (some applications retain legacy SQL permissions)

Stored procedure patterns range from straightforward CRUD operations to complex multi-result-set procedures that retrieve related data across multiple domain areas in a single call. Scalar and table-valued user-defined functions are used within procedures for computed values, path construction, and status derivation. Views support reporting and display logic.

## **Deployment and Environments**

Applications are deployed via ClickOnce through the built-in Visual Studio deployment mechanism. Updates are published to the SBCAPCD intranet; users are prompted to install updates on application launch. All applications are installed locally on staff workstations.

A single test database is refreshed nightly as a copy of production. Developers connect to this test database during development and debugging. There are no separate staging or QA environments. Source code is managed through Azure DevOps, though formal branching strategies, pull request workflows, and CI/CD pipelines have not been established. There is no automated test coverage.

Generated documents and permit files are stored on network shares. Paths are stored in the database but stored procedures and functions also compute file paths dynamically. IDS applications read and link to these paths.

Third-party UI component libraries, COM/ActiveX dependencies, and specialized hardware peripherals are limited across the core IDS desktop applications; any such dependencies in the applications brought into scope will be identified during discovery.

## Appendix B: Phase 1 Delivery Plan and Exit Criteria

### Phase 1 — First In-Scope Application(s)

Objective: Establish the target architecture and deliver an initial production-ready modernization release for the first in-scope application(s) while keeping the legacy application stable and usable as a fallback.

#### Primary Deliverables:

- Modernized desktop application(s) for the in-scope application(s) on the target tech stack (.NET 10 / WinUI 3, Windows App SDK), deployable via SBCAPCD mechanisms and usable by staff
- Updated user interface with modern visual design, consistent layout patterns, and efficient data entry workflows for high-volume screens. SBCAPCD may provide initial UI concepts or mockups as a starting point; the partner is expected to collaborate with SBCAPCD staff and apply UI/UX expertise to arrive at a staff-approved design
- In-process service boundary implemented and adopted by all modernized screens (UI no longer calls the database directly for modernized components)
- Functional parity for core workflows including permit management, facility/stationary source data entry, and network-share document access
- Logging, testing, and diagnostics baseline in modernized components (structured error logging and basic performance timing for key screen loads/workflows)
- Core technical documentation for the modernized components (architecture overview, service boundary specification, build/deploy notes, and key stored procedure catalog), consistent with SBCAPCD's existing documentation conventions
- Joint walkthroughs for the release and handoff basics (how to run/debug, where logic lives, how changes are structured), conducted as a two-way exchange so the partner is also onboarded into SBCAPCD's conventions and workflow

#### Exit Criteria:

- Production-ready release deployed and approved by designated SBCAPCD stakeholders
- Legacy application(s) remain operational and can be used as fallback
- Service boundary established and used by all modernized screens
- UI receives staff sign-off following collaborative design process
- Core documentation delivered, consistent with SBCAPCD conventions, and joint walkthrough completed
- Basic automated test coverage in place for critical business logic in modernized components
- Partner is working within SBCAPCD's established engineering conventions, source-control and pull-request workflow, and development tooling

Subsequent phases will be determined collaboratively after assessing the success of Phase 1 and are anticipated to cover additional IDS applications over time.