

# SHERIFF COMMUNITY REVIEW COMMISSION

Annual Review Report  
2024-2025



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SHERIFF COMMUNITY REVIEW COMMISSION

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S A C R A M E N T O C O U N T Y

## Commission Background

# Commission Background

In early 2021, the Sacramento County Board of Supervisors engaged with the public and deliberated on a draft framework for establishing a new commission. This initiative was authorized by Assembly Bill 1185, which empowered counties to create a sheriff oversight board with the authority to issue subpoenas when necessary to investigate matters within its jurisdiction. The bill, signed by the Governor on September 9, 2020, became effective on January 1, 2021.

On May 4, 2021, the Board of Supervisors approved Resolution 2021-0256, officially creating the Community Review Commission. The Commission was subsequently renamed the Sheriff Community Review Commission through a new establishing resolution (Resolution 2025-0095) on February 4, 2025. For more information on the updated establishing resolution and the subsequent changes to the Commission's Rules and Regulations, see page 19.

The mission of the Commission, as outlined in its establishing resolution, is to enhance public transparency and accountability regarding the Sacramento County Sheriff's Office and to foster greater community interaction and communication with the Office of Inspector General. The Commission is committed to performing its duties in a thorough, impartial, and transparent manner, thereby promoting credibility and building trust and respect within the community.

The Commission, comprising 11 members, includes two appointees from each supervisorial district and one ex-officio member appointed by the County's Chief Executive Office. The Commission has met monthly since March 2022, with support provided by staff from the Office of the County Executive, County Counsel, and the Clerk of the Board of Supervisors.



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## Commission Members



# Commission Members

Sheriff Community Review Commission members reflect a diverse cross-section of the community. Members serve two-year terms, with the option to reapply for additional terms.

The 2024-2025 Sheriff Community Review Commission includes the following members:

- District 1 Appointees: Paul Curtis and John W. H. Stoller
- District 2 Appointees: Bishop Chris Baker and Michael Whiteside
- District 3 Appointees: William Cho and Ted Wolter
- District 4 Appointees: Michael Martel and Sam Somers
- District 5 Appointees: Theresa Riviera and Vacant
- County Executive/ Ex-Officio Appointee: Eric Jones

Previous members who served on the Commission for a portion of the 2024-2025 year include Odette Crawford (District 5).

The Commission has three leadership roles: Chair (Paul Curtis, District 1 Appointee), Vice Chair (Michael Whiteside, District 2 Appointee), and Media Concurrence Designee (Theresa Riviera, District 5 Appointee). Elections are held annually; elected officers are required to represent three different districts. Responsibilities of the Commission's elected officers are described in the Commission's Rules and Regulations. The Rules and Regulations are available on the Commission's website, [www.SacSCRC.org](http://www.SacSCRC.org).



## Paul Curtis, Chair District 1



Paul Curtis has dedicated the past 40 years to creating positive and lasting changes as a community activist and leader in the nonprofit and human services areas in the Sacramento region, as well as at state and national levels. He has been a passionate and tireless advocate on issues ranging from HIV/AIDS to LGBTQ, foster care, runaway and homeless youth, and healthcare including mental health and substance abuse.

Paul has held a variety of positions over the years. In 2011, he used his volunteer and leadership experience with non-profits in the Sacramento area to move into non-profit management roles. He was Executive Director of the California Coalition for Youth, and then moved on to become Executive Director of the California Coalition of Community Behavioral Health Agencies, the statewide association of non-profit mental health and substance use disorder agencies. He retired in 2021 and then started consulting for Sunburst Projects and joined the Executive Team in 2022.

John Stoller is an Assistant Public Defender in Sacramento County where he leads the office's post-conviction unit. He also serves as a resource for attorneys both in and outside of his office, providing legal research assistance and amicus support. Previously, he was a civil rights attorney with the Law Offices of Pamela Y. Price, a ground-breaking civil rights attorney.

In his free time, John volunteers with his community through both local organizations and ad hoc efforts. He regularly speaks at local high schools, colleges, and law schools on various civil rights and constitutional law topics. He frequently volunteers in community efforts such as law school pipeline programs and other community events.

John is proud to be a first-generation college graduate and cares deeply about issues facing people on the downside of power.

## John W. H. Stoller District 1





## Bishop Chris Baker

### District 2



Chris Baker has worked continuously within the community for more than 25 years. Chris has worked with businesses, law enforcement, and nonprofits that serve the community and other areas within the city and county. He has worked hard to help businesses partner with their local elected officials and area law enforcement and achieve success.

Throughout his time on the Commission, Chris has enjoyed learning a lot about the variety of concerns from various individuals and neighborhoods. He enjoys having the opportunity to listen and work with other colleagues and staff to address community concerns properly and professionally.

## Michael Whiteside, Vice Chair

### District 2

Michael "Mike" Whiteside is a retired bridge design and construction engineer with Caltrans. Mike has been active with his union for over 30 years and a volunteer with the local Democratic Party for over 25 years. In those positions, he has had several leadership positions where he led groups that identified issues and drove the group to resolve those issues in line with the goals and values of those bodies.

For Mike, the most interesting part of being on the Commission has been working with community members to address their concerns involving the Sheriff's Office. Also, he has found it to be extremely enlightening to learn about the Sheriff's Office and law enforcement in general.





## William Cho

### District 3



Public service has always been important to William. His family has been in Sacramento for four generations and he is familiar with our local challenges and potential. William served his community as a police officer, but his professional expertise is media and public relations. He learned the fundamentals at the nation's largest media companies including CBS Radio and CBS News. As a public information officer, he directed community engagement, media and public relations, government and political affairs. As a law enforcement executive, he developed relationships, policies and legislation to improve accountability and transparency. This led to more service opportunities on boards and commissions including an appointment to the CA State Superintendent of Public Instruction's Committee for Safe Communities and Schools. William hopes to use his professional expertise and experience to provide insight for the Commission. He is optimistic at the potential for transformative growth and change to improve public safety in Sacramento County.

Attorney Ted Wolter works for Klinedinst PC's offices in Sacramento and San Diego. Mr. Wolter's experience includes cases ranging from aviation and petroleum industry disputes to cattle leases, real estate, agribusiness, and securities. His wealth of experience extends beyond the practice of law, having served as Chief of Staff to a member of the Sacramento County Board of Supervisors for twelve years. As Chief of Staff, Mr. Wolter gained extensive experience in environmental, local agency, regulatory, and related legal matters, including significant matters involving public health, mental health, and law enforcement policy. Mr. Wolter's policy experience proves highly valuable when addressing matters involving California public agencies. Mr. Wolter earned his Juris Doctorate with Great Distinction and an Environmental Law concentration from the McGeorge School of Law, making Order of the Coif for his academic achievement in law school. Mr. Wolter earned a Bachelor of Arts degree from the University of California, Berkeley.

## Ted Wolter

### District 3



## Michael Martel

### District 4



Michael Martel has lived in Sacramento County since 1986. He was employed by the State of California (Department of Corrections) for approximately 33 years. All of his adult life, he was involved with nonprofits that benefit children either through education or recreation.

He hopes that his involvement with this commission will assist the county supervisors in achieving their goals of listening to the residents and making the community better.

Sam Somers is a lifelong resident and native of Sacramento. He is the father of three daughters. Sam obtained his BA at CSUS and his Masters at CSULB. Sam served over 32 years with the Sacramento Police Department, starting as a community service officer and promoted through the ranks to Police Chief. During his tenure, he worked a variety of assignments covering both the operational and business side of the organization. Sam participated in numerous criminal and administrative investigations, tactical deployments and reviews, and personnel matters and investigations. He also received several thousand hours of training and is one of a handful of officers in the profession to receive an Executive Certificate from California Peace Officer Standards and Training (P.O.S.T.). It is an honor to serve in this position of oversight in a profession he loves and respects. Sam views the Commission as an opportunity to review and validate incidents, policy and procedures and provide opportunities for feedback and process improvements.

## Sam Somers

### District 4





### Theresa Riviera, Media Concurrence Designee District 5



Theresa Riviera is a strategic influencer dedicated to assisting and sharing in the responsibility to create a positive culture and to safeguard equity, inclusion, dignity, respect and safety for all. She encourages respectful expression of ideas and perspectives.

Ms. Riviera has worked directly with a number of diverse economic background groups including ethnic and cultural groups to identify and to assess their specific needs.

Serving on City and County Boards and Commissions has taught her to be an active listener and observer in order to obtain relevant information and consider diverse viewpoints during discussions for future planning, programs and solutions.

Ms. Riviera makes it her responsibility to identify the barriers that various groups struggle with in making change. She also provides support by facilitating referrals, advocating for fair opportunities and developing constructive and cooperative working relationships that enable groups to negotiate effectively, deliver projects, and meet deadlines. Ms. Riviera is a resident of Sacramento, along with her husband and two sons. She is currently mentoring, enjoying helping others and sharing her knowledge.



## Eric Jones, County Executive Appointee



Eric Jones has served as the Deputy County Executive for Public Safety and Justice for Sacramento County since 2022. He oversees the departments of Coroner, Probation, Public Defender, and Conflict Criminal Defender. He is also liaison to the offices of the Sheriff and District Attorney and coordinates with the Office of the Inspector General, Superior Court, Criminal Justice Cabinet, and Community Corrections Partnership. Jones has more than 30 years of public service experience. His prior work was serving as Police Chief for the Stockton Police Department for 10 years, transforming policing practices through innovative strategies and community engagement efforts. He also created a countywide criminal justice effort, the Stockton Alliance for Equity, working with all public safety systems that improved community trust and led to policy changes and longstanding relationships.

In 2015, he worked with the State Attorney General's Office to develop Principled Policing Training to help lead the law enforcement industry across the state. He also led the only Western United States' City in the National Initiative for Building Community Trust and Justice. Jones has been an advisor for systems-wide justice, youth gang prevention, and gun violence prevention projects. Jones holds a Bachelor of Science in Criminal Justice from California State University, Sacramento, and a Master of Public Administration from National University.

## Staff Support

### Laura Foster, County Executive Office Management Analyst II

Laura provides staff support, analysis, and preparation of materials and reports for the Sheriff Community Review Commission. Laura also serves the Community Corrections Partnership (CCP), CCP Advisory Board, and Public Safety and Justice Agency Advisory Committee.

### James Curriston, Deputy Clerk II

As the Commission's Clerk, James publishes and distributes meeting agendas and materials, maintains accurate records of Commission actions, and ensures meetings flow smoothly, following all proper procedures.

### Christopher S. Costa, Supervising Deputy County Counsel

As the assigned counsel for the Commission, Chris provides provide quality, timely, and sound legal advice to the Sheriff Community Review Commission, along with other public bodies. Chris is the Commission's expert on the Ralph M. Brown Act and ensures meeting activities are allowable and consistent with state and local laws.



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S A C R A M E N T O C O U N T Y

## Collaboration with the Office of Inspector General

The primary function of the Office of Inspector General (OIG) is to ensure the integrity of the citizen complaint process for all misconduct complaints regarding employees of the Sacramento County Sheriff's Office. The Sacramento County Sheriff's Office Professional Standards (Internal Affairs) Bureau is the primary investigative body for all complaints of misconduct. However, the Inspector General will provide independent and objective review of those complaints to ensure they are conducted thoroughly, fairly, and judiciously. Additionally, the Inspector General ensures the thoroughness and fairness of related Sheriff's Office investigations, while fostering positive relations with the community. The Sheriff Community Review Commission collaborates with the OIG and acts as a conduit to the community. The Inspector General may also:

- Serve as a community and complainant liaison.
- Track and monitor high profile or serious incidents and complaints to include officer-involved shootings, use of force, and in-custody deaths.
- Audit investigations and conduct systemic reviews of the disciplinary system.
- Review departmental policies and procedures and make recommendations for improvement.
- Listen to and address public concerns about law enforcement and provide residents the ability to file misconduct complaints through the Office of Inspector General.

## Kevin Gardner, Inspector General



Kevin Gardner began his law enforcement career, in 1988, as a Police Officer for the City of Vacaville. After serving for seven years, Kevin became a Police Officer for the City of Sacramento. Over the next 23 years, Kevin worked numerous assignments while serving the community, ultimately being promoted to the rank of Captain and acting-Deputy Chief. In 2017, Kevin was appointed Chief of the Division of Law Enforcement, CA Dept. of Justice. Kevin served in that capacity for two years before retiring in May 2019. In 2020, Kevin briefly served as the Interim Director of the Office of Public Safety of Accountability for the City of Sacramento. Kevin has a bachelor's degree in administration of justice and a master's degree in leadership. Kevin also has extensive law enforcement management training to include the FBI National Academy, P.O.S.T. Law Enforcement Command College, and Senior Management Institute for Police.

Since his appointment, Mr. Gardner has consistently engaged with the Commission by participating in its monthly meetings. The Commission will continue to collaborate with the Inspector General to foster positive relations with the community and support improvements to Sheriff's Office policies, procedures, and operations. The Inspector General reviewed the SCRC Annual Review Report prior to publication and had no comments.

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SACRAMENTO COUNTY

## Community Concerns and Commission Activities

The issue of mental health treatment for individuals incarcerated in Sacramento County correctional facilities has been a community concern since the start of the Commission. Since at least 2015, the Sheriff's Office has received concerns about the conditions of confinement, particularly for individuals needing mental health treatment. Mental health treatment, alongside other issues such as compliance with the Americans with Disabilities Act (ADA), medical care, use of restricted housing, disciplinary measures and use of force for inmates with mental health or intellectual disabilities, and suicide prevention measures, formed the foundation of a class action lawsuit that resulted in the January 2020 approval of a federal court agreement, known as the Mays Consent Decree. Since the start of the consent decree, the federal court appointed an individual to serve as the subject matter expert and monitor for all consent decree provisions related to mental health care. The court-appointed monitor's periodic reports and letters have frequently been shared with the SCRC by members of the public, seeking to raise awareness and encourage the Commission to look into the concerns raised.

## Ad Hoc Committee Report

In response, in early 2023, the SCRC formed an ad hoc committee to explore this topic. The Mental Health Treatment in Custody Ad Hoc Committee concluded its work in July 2024. The Committee consisted of Commission Member Michael Martel (Ad Hoc Committee Chair), Commission Member Theresa Riviera, and Commission Member Michael Whiteside.

In completing their work, the Committee reviewed the following documentation:

- Mays Consent Decree
- County Status Reports on progress toward achieving compliance with the Consent Decree
- Monitoring Reports from the Mays' Consent Decree Mental Health Expert Dr. Mary Perrien
- Mental Health Jail Population Reports posted to the Sheriff's Transparency website
- 

In addition, the Committee considered the following:

- Observations from prior tours of Sacramento County jail facilities; and
- Presentation and discussions from a meeting with Sheriff's Office staff (Sheriff Sergeant Mike Huynh, Lieutenant Connor Milligan, and Chief Deputy Dan Donelli) and Jail Psychiatric Services staff (Program Director Andrea Javist).

Recognizing that the Sheriff Community Review Commission's powers and duties do not extend beyond the operations, policies, and procedures of the Sacramento County Sheriff's Office, the Committee spent a great deal of time discussing the roles of the different parties involved in providing and supporting mental health treatment for County jail inmates. In Sacramento County, medical and mental health treatment is provided by the County's Adult Correctional Health Services, a division of the Department of Health Services.



# Mental Health Treatment in Custody, Continued

Since 1978, the County has contracted with the University of California, Davis – Department of Psychiatry and Behavioral Sciences to provide mental health services to the inmate population. Sacramento County jail is one of only a few jails in California that provide acute psychiatric treatment. Services are provided by a multidisciplinary team and include an Acute Psychiatric Unit, Intensive Outpatient Program (step-down/up unit), Outpatient Program / Enhanced Outpatient Program, and Jail Based Competency Treatment (JBCT) and Early Access and Stabilization Services (EASS).

According to the June 2024 Mental Health Jail Population Report, which produces quarterly point-in-time snapshots of the jail population with mental health conditions, 77% of the population had a mental health diagnosis and received mental health services during incarceration. 33% of inmates had a Serious Mental Illness (SMI) and another 43% had a non-SMI mental health condition.

The Sheriff's Office does not determine an inmate's diagnosis, nor do they administer an inmate's treatment, but the Sheriff's Office remains an essential partner in facilitating access to care and essential services and ensuring inmate safety while in custody. Deputies must also be trained to understand that individuals experiencing a mental health crisis or symptoms of a mental health condition may require greater attention, communication, and coordination to ensure their needs are met while in custody.

Over the course of the Committee's lifespan, the Committee became aware of public disagreements between the Sheriff's Office and Adult Correctional Health, including a September 2023 Sacramento Bee article in which the Sheriff called for an overhaul to the jail health care system. In the aftermath of these conversations, Undersheriff Mike Ziegler informed the Commission of substantial progress made toward improving communication and coordination with Adult Correctional Health. The Committee commends the Sheriff's Office and Adult Correctional Health for this progress and encourages continued collaboration.

Since the Mays Consent Decree's finalization in 2020, federal courts have provided an avenue for extensive oversight of the jail in providing constitutional treatment for inmates. The Mays Consent Decree includes an entire remedial plan (IV) on mental health care. Monitoring of progress toward achieving compliance is documented by subject matter expert reports as well as semi-annual County status reports.

While these oversight mechanisms are in place, they are much more direct and effective tools to fully understand and evaluate the mental health care inmates are receiving. It is also capable of going beyond the Sheriff Community Review Commission's limitations (i.e. only the Sheriff's Office policies, procedures, and operations).

## Committee Recommendations and Justifications

Based on its work, the Committee issued three recommendations, all of which were approved by the Commission. The justifications for each recommendation are indicated below:

1. Mays' County Status Reports are critical tools for transparency and establishing trust with the community about progress toward achieving compliance. These reports are lengthy (over 300 pages), making it difficult to discern precisely what has been accomplished within each reporting period.

**It is recommended that the Sheriff's Office collaborate with County partners to ensure that Status Reports are accompanied by an executive summary that clearly highlights progress made both collaboratively, and individually by the Sheriff's Office, within the monitoring period and identifies priorities for the next period.**

2. Expert monitoring reports include site visits along with extensive documentation reviews. In her May 2024 4th Monitoring Report, Dr. Perrien noted "significant and unexplainable problems with the SSO responding to the document request" (p. 6).

**It is recommended that the Sheriff's Office produce complete and accurate documentation when requested by Mays Consent Decree class counsel and/or subject matter experts within the timeframes indicated in each document request. If no timeline is indicated, efforts should be made to produce the requested documentation within five (5) working days.**

3. The July 2024 County Status Report notes "In February 2023, the Sheriff's Office formed a new Legal and Policy Bureau. A Lieutenant position was added to lead the unit. One of the core duties of this unit is to update all policies and procedures to the Lexipol system with a focus on policies and procedures related to the Mays Consent Decree. Multiple policies have been updated during this monitoring period."

**It is recommended that County Status Reports clearly identify which Sheriff's Office policies have been updated during the monitoring period. It is further recommended that the Sheriff's Office prioritize developing the policies required by the Consent Decree.**

# Outreach and Community Engagement

Outreach and community engagement are a vital part of the Sheriff Community Review Commission. Previously, the SCRC developed a communications plan and outreach kit to assist Commissioners with delivering informational presentations to various community groups while being consistent in messaging. In May 2024, due to the addition of new members to the Commission with expertise and knowledge in public relations, media communications, and branding, the Commission voted to form an ad hoc committee dedicated to outreach and community engagement. The committee consisted of Commissioner Cho (Committee Chair), Commissioner Riviera, and Vice Chair Whiteside. The committee sought to develop a brand identity for the Commission, improve its public-facing web and print materials, and enhance internal and external communications.

The Committee provided monthly updates and discussions to the SCRC, culminating in a presentation of its full report in November 2024, which included 18 recommendations. In January 2025, the Commission added a 19<sup>th</sup> recommendation and voted on all included recommendations. 15 recommendations were approved, including recommendations to:

1. Select an official seal.
2. Select a “wordsmith” logo.
3. Implement a phased plan to update the Commission website.
4. Acquire a branded domain to redirect to the existing website.
5. Acquire an email address that reflects the Commission’s name and branding.
6. Develop business cards for Commission members.
7. Implement an issues tracking log.
8. Include a standing item on Commission agendas for resolution of pending items.
9. Implement a critical incident notification system to increase Commissioner awareness of issues that may generate community concerns.
10. Request the Sheriff’s Office to designate a primary and alternate representative to attend and participate in Commission meetings.
11. Invite the Sheriff’s Office representative to sit in a designated area during Commission meetings.
12. Adopt and use a public relations kit.
13. Approve a new brochure.
14. Approve a new community presentation/PowerPoint.
15. Expand language access in published materials to all County threshold languages in digital platforms (using available tools) and in English and Spanish in print materials.



Justifications for each recommendation are included in the ad hoc committee’s final report which is available on the Commission website.

# Update of Establishing Resolution and Rules and Regulations

Beginning in March 2024, the Commission began discussing the possibility of developing revisions to its Rules and Regulations, including a possible name change to reflect the Commission's relationship to the Sheriff's Office and reduce confusion with the work of other boards, commissions, and committees.

The Commission's authority to revise its Rules and Regulations are limited to those that are not in conflict with the Commission's original Establishing Resolution 2021-0256. A name change and several of the proposed changes to the Commission's Rules and Regulations would require action by the Board of Supervisors to amend the Establishing Resolution. To ensure that any item brought before the Board of Supervisors included community input, the Commission opened a public comment period to solicit feedback. Through this, the Commission received helpful feedback that guided its conversations.

At its May 28, 2024 meeting, the Commission recommended staff approach the Board of Supervisors with changes to the Commission's Rules and Regulations. In addition to minor administrative edits, the recommended changes included:

- Changing the Commission's name to "Sheriff Community Review Commission"
- Adjusting start and end of member terms to align with the Commission's operational year (July 1 - June 30)
- Clarifying term start and end dates for members appointed mid-term
- Removing member term limits, previously set at two terms
- Expressly permitting members to remain on the Commission following the conclusion of their term until either they or a new member are appointed
- Clarifying member compensation surrounding parking access
- Outlining expectations for public comments and aligning time limits with those used by the Board of Supervisors
- Providing an official title (Media Concurrence Designee) for the Commission member selected to assist in the approval of press releases and statements
- Defining membership and term restrictions for ad hoc committees; and
- Adding a response framework and timelines for recommendations submitted to the Inspector General.

On February 4, 2025, the Board of Supervisors approved Resolution 2025-0095, which authorized the name change and member term adjustments. Subsequently, proposed revisions to the Commission's rules and regulations were noticed to Commission members on February 13, 2025, discussed with the public at the February 18, 2025 meeting, and approved by the Commission at the March 18, 2025 meeting.



# Peer Review of Intake and Health Services Facility (Jail Annex) Plans

In response to a June 2022 Memorandum of Agreement between the County of Sacramento and Class Counsel for the Mays Consent Decree, the County was required to develop a plan to remediate facility deficiencies in Sacramento County jails. Plans to construct an annex to the Main Jail, located in its Bark Lot, aimed at providing additional space for booking, as well as space for mental health and medical care, was proposed and approved by the Board of Supervisors in December 2022. The annex would be known as the Intake and Health Services Facility (IHSF).

As documentation to support the IHSF was developed, it was scrutinized by members of the public for being costly and, in their view, not being necessary for the County to comply with the Mays Consent Decree. As with all areas of the Consent Decree that relate to the Sheriff's Office, the Commission receives periodic updates on the progress toward construction of the IHSF.

In November 2023, the Commission received an update on the IHSF project. Due to increasing project costs, the Office of the County Executive requested the County's Department of General Services to initiate a third-party review of work to create the conceptual design of the annex. Commissioner Jones expressed that it is important to the Board of Supervisors and County leadership that any jail-related construction directly relates to compliance with the Mays Consent Decree. Upon completion of the third-party review, the Office of the County Executive will develop a recommendation for the Board of Supervisors to move forward.

In March 2024, the Request for Qualifications for the peer review was shared with the Commission; CGL companies was later selected to perform the peer review. In March 2024, the SCRC also received a presentation from Teddy Georgeoff regarding his concerns with the work completed to date regarding the possible construction of a Main Jail annex. Mr. Georgeoff shared a Spatial Resolution Plan Analysis, previously shared with the Board of Supervisors, suggesting that an annex is not needed to comply with the Mays Consent Decree, and that the plans for the proposed annex are flawed and costly.

In July 2024, the SCRC received a presentation from Brian Lee, Vice President of CGL Companies, who provided an overview of the Intake and Health Services Facility Comprehensive Peer Review Project. This presentation allowed the consultant to receive community input provided through written and verbal public comment. The SCRC requested an update on the report when it was completed.

In February 2025, CGL companies completed their report and presented it to the Board of Supervisors. The CGL report included six recommendations, all of which were approved by the Board. The recommendations are as follows:

1. Suspend the current IHSF project (Design-Build only) until the steps below are completed.
2. Establish a Jail System Planning/Compliance Oversight Committee comprised of representation from all criminal justice system stakeholder agencies in the Sacramento County government and a charter outlining the members, their roles, a decision-making process, reporting structure, and goals.
3. Contract services to conduct a comprehensive jail system Master Plan to include a:
  - a. Facility Conditions Assessment
  - b. Population Analysis of Future Criminal Justice Populations
  - c. Operational Analysis of Current Jail System
  - d. Space Program

The jail system Master Plan should provide the jail planning committee a range of options and high-level cost estimates including but not limited to:

- Current facility remodel
  - Expansion to existing facilities
  - New construction options with site selection analysis
  - Project timelines and impact to current operations
  - Finance options
4. Require the Jail Planning Committee to study options and provide the County Board of Supervisors with recommendations in ranking order.
  5. County Board of Supervisors to select best option and determine finance options.
  6. Develop and/or modify RFP for the following services:
    - a. Construction/Project Management
    - b. Space Program Staffing Impact Analysis
    - c. Detailed Cost Modeling
    - d. Design/Design Compliance
    - e. Construction
    - f. Transition/Activation

The report was then shared with the Commission at the March 2025 meeting. Deputy County Executive Eric Jones will serve as the Chair of the County's Jail System Planning/Compliance Oversight Committee. The SCRC will continue to be a venue to receive community input into jail system planning processes, as will the County's Community Corrections Partnership Advisory Board and Public Safety and Justice Agency Advisory Committee.

# Halal Meals in Sacramento County Jails

In 2023, the SCRC became aware of concerns from members of the local Muslim community regarding access to halal meals in Sacramento County jail facilities. Primary concerns included the inadequacy of a vegetarian meal in meeting the halal diet, and concerns that the meal offerings for the Muslim population are inconsistent with meal offerings provided for other religious diets, such as the kosher meals provided to Jewish inmates who request accommodations, which does include meat.

In response to complaints received, the Commission requested information on the types of meals provided to Muslim inmates. At the July 18, 2023 meeting, staff provided a memo describing the halal meals provided to inmates at Sacramento County jail facilities, based on information provided by the Sheriff's Office. The halal meal plan offered to the Muslim jail population uses a vegetarian menu and has been in place since 2012. The memo indicated that community member concerns prompted the Sheriff's Office to complete an assessment of this issue. By September 2023, the Sheriff's Office completed its assessment. The assessment included consultation with the food service manager, faith-based individuals, and a review by the dietitian. The assessment determined that no changes to the current offerings were necessary.

Throughout 2024, Chair Curtis, Commissioner Riviera, and later Vice Chair Whiteside continued to explore this issue and initiated discussions with the Senior Policy and Advocacy Coordinator for the Sacramento Valley/Central California office of the Council on American-Islamic Relations (CAIR-SVCC). At the October 2024 Sheriff Community Review Commission meeting, Chair Curtis requested this topic to be included on the November 2024 agenda. Commissioners compiled and submitted questions to the Sheriff's Office, and the Sheriff's Office shared a presentation at the November 19, 2024 meeting to address all questions raised.

In February 2025, Commissioner Riviera and Vice Chair Whiteside toured the kitchen at the Main Jail to better understand the challenges in providing halal meals with meat. Commissioners also met with the new representative from CAIR-SVCC, as there have been staffing changes. In May 2025, the Commission formed an ad hoc committee, consisting of Commissioner Riviera, Commissioner Whiteside, and Commissioner Martel, to further explore this topic.

At the June 17, 2025 Sheriff Community Review Commission meeting, the Sheriff's Office informed the Commission that Halal meat is now being served as part of the meal plan provided to Muslim inmates. Prior to implementing this change, the Sheriff's Office reviewed the policies and practices used by the California Department of Corrections and Rehabilitation (CDCR). New processes for requesting and serving religious diets will align with those used by CDCR. The Commission anticipates reviewing the written policies and procedures associated with this change once they are finalized by the Sheriff's Office and distributed to the public.

# Implementation of Senate Bill 43 (Expansion of Grave Disability)

Following meetings with Family Advocates for Individuals with Serious Mental Illness (FAISMI), in August 2024, Vice Chair Whiteside submitted a proposal for the Commission's consideration, asking the Commission to look into the Sheriff's Office plans for implementation of Senate Bill 43 (SB 43), passed in October 2023. The 1967 Lanterman-Petris-Short Act, provided for the involuntary commitment and treatment of a person who is a danger to themselves or others or who is gravely disabled. This law defined "gravely disabled" as the condition in which a person is unable to provide for their basic personal needs including food, clothing, or shelter because of a mental health disorder. SB 43 expanded the definition of "gravely disabled" to include when an individual is unable to provide for their personal safety or necessary medical care due to severe substance use disorder and/or mental health disorder. Counties have until January 1, 2026 to implement the bill. The Sacramento County Board of Supervisors instructed County Behavioral Health to implement SB 43 by January 2025.

The Sheriff's Office has a role in the successful implementation of this bill. SB 43 allows Sheriff's Office staff to voluntarily or involuntarily transport an individual to a medical setting for further evaluation as opposed to simply arresting the individual or leaving them as they are found. In September 2024, the SCRC formed an ad hoc committee, consisting of Vice Chair Whiteside (Committee Chair), Commissioner Cho, and Commissioner Stoller. In November 2024, the committee met with David Stammerjohan, who served as Chief of Staff for Senator Susan Eggman, who authored SB 43, to learn more about the background behind the bill and its original intentions.

In January 2025, the committee received an update from Dr. Ryan Quist, the County's Behavioral Health Director, noting that the Sheriff's Office has indicated that they do not see that SB 43 will result in changes to how officers will respond within the community. Dr. Quist was told that prior to SB 43, officers did not know the difference between whether someone was gravely disabled due to a mental health condition or a severe substance use condition and would transport individuals meeting the criteria of grave disability to emergency departments for clinical assessment. In other words, for the new population of individuals who are gravely disabled due to a severe substance use disorder, it was the understanding that these individuals would already be transported to emergency departments for assessment prior to SB 43.

As a course of standard procedures, County Behavioral Health does not deliver training to the Sheriff's office on 5150 law or practices. The Sheriff's office has their own internal training curriculum. County Behavioral Health has a responsibility for non-law enforcement behavioral health service providers who have the authority to write 5150s. Behavioral Health Services does provide materials on its website and remains open to consulting on training materials or delivering training materials, upon request.

In February 2025, considering a recent policy change by the Sheriff's Office to cease responding to non-criminal mental health calls for service, the Commission dissolved its existing ad hoc committees and formed a new committee focusing on Sacramento Sheriff's Office Policies 408, 409, 327 and Implementation of SB 43.



# Use of Force on Individuals Experiencing a Behavioral Health Crisis

In August 2024, Commissioner Stoller submitted a proposal for the SCRC to evaluate Sheriff's Office use of force policies during encounters with individuals experiencing acute mental health distress or episodes. Commissioner Stoller relayed a growing community concern about whether current practices adequately protect the rights and safety of these individuals while ensuring public safety, raised through community feedback provided in public forums, media reports highlighting recent incidents, and advocacy from mental health organizations.

Commissioner Stoller recommended the SCRC form an ad hoc committee to:

1. Review and Assess Policies: Examine current use of force policies and procedures specific to interactions with individuals in mental health crises.
2. Evaluate Training Programs: Assess the adequacy and effectiveness of crisis intervention and de-escalation training provided to sheriff's deputies.
3. Identify Best Practices: Research and identify best practices from other law enforcement agencies dealing with similar issues.
4. Engage Stakeholders: Conduct interviews and hold discussions with mental health professionals, community members, law enforcement officials, and advocacy groups.
5. Formulate Recommendations: Develop recommendations for policy improvements, training enhancements, and other measures to ensure safer and more effective handling of mental health crisis situations.

In September 2024, the Commission initiated an ad hoc committee to explore this topic. The committee consisted of Commissioner Stoller (Committee Chair), Commissioner Wolter, and Chair Curtis. The committee did not meet from September 2024 to February 2025.

In February 2025, considering a recent policy change by the Sheriff's Office to cease responding to non-criminal mental health calls for service, the Commission dissolved its existing ad hoc committees and formed a new committee focusing on Sacramento Sheriff's Office Policies 408, 409, 327 and Implementation of SB 43. The topic of use of force on individuals experiencing a behavioral health crisis may be revisited in the future or broadened to explore all use of force concerns and related policies.

## Discontinued Response to Non-Criminal Mental Health Calls

In January 2025, the Commission was advised that the Sheriff's Office has implemented changes to policies 408, 409, and 327, in which the Sheriff's Office will no longer respond to calls for service for individuals experiencing a mental health crisis when no crime is involved. In making the policy changes, the Sheriff's Office cited a recent Ninth Circuit court decision in *Scott v. Smith* as well as the Public Duty Doctrine.

The immediate policy changes implemented by the Sheriff's Office included:

- The addition of specific and direct questions from the Communications Center to a 9-1-1 caller on whether there is a criminal element, or the suspect is a danger to others;

- The authority for the Communications Supervisor not to dispatch the call;
- If the call is dispatched, it will be reviewed to ensure it includes the elements of a crime or that someone other than the caller is in danger;
- In the event the Sheriff's Office responds, criminal mental health calls will be treated as a "major event;" and
- The right not to respond to a request from the Fire Department for "standby" calls in which a criminal element is absent.

Other in-progress policy changes included an evaluation of best practices for Co-Responder Crisis Intervention Team (CCIT) services, finalization of an MOU between the Sheriff's Office and the County's Community Wellness Response Team (CWRT), transferring calls to 988 (instead of the current referral process), and data tracking.

In February 2025, the SCRC sought to better understand how these policy changes may impact other agencies and first responders. Representatives from the Sacramento Metropolitan Fire District expressed concerns with the policy changes. A representative from WellSpace Health, who operates 988, also addressed the Commission. The Commission also heard from community members who were concerned that this policy change creates a service gap for individuals experiencing a mental health crisis, particularly those who would not be safe to be served by an alternative response such as CWRT, which would not respond to a call where weapons were present. Given the significant attention and interest generated by this topic, as well as its potential overlap with work being explored by the Commission's existing committees, the Commission chose to dissolve its ad hoc committees and form a new committee focusing on Sacramento Sheriff's Office Policies 408, 409, 327 and Implementation of SB 43. The Committee consists of Commissioner Wolter (Committee Chair) and Commissioners Cho, Somers, and Curtis. The Committee met with the Undersheriff and also met with representatives from the County's Behavioral Health Services regarding CCITs. The Undersheriff responded to Commission questions during the May 27, 2025 meeting.

While the ad hoc committee's work remains underway, the committee has expressed concern over the initial roll out of the policy change, suggesting that future policy changes that will or could impact other first responders should be discussed with relevant stakeholders prior to implementation. The committee is also concerned about the use of CCITs, which rely on clinicians who have now been deployed to serve other law enforcement agencies. Due to their arrest diversion rates and demonstrated success of connecting individuals to services, the SCRC previously supported recommendations to expand CCIT operations, then known as Mobile Crisis Support Teams (MCST). The elimination of CCITs at the Sheriff's Office reduces the availability of certain services that had previously been available in the unincorporated areas of the County. Finally, the committee is concerned about the potential for the Sheriff's Office to cease providing transportation for individuals needing a 5150 evaluation, creating further service gaps.

# Use of Military Equipment

Assembly Bill 481 (AB 481), which became effective January 1, 2022, requires law enforcement agencies to obtain approval of the applicable governing body by adoption of a military equipment use policy prior to taking certain actions relating to the funding, acquisition, or use of military equipment, as defined by law. The bill's co-sponsor, the Alliance for Boys and Men of Color, describes community concerns surrounding the use of military equipment, as follows: "Regulating police acquisition of military equipment is critical because the militarization of police departments leads to increased civilian deaths, and militarized policing teams are more often deployed in communities of color. In addition, police militarization fails to keep officers safe or prevent violence or harm in communities. When police forces are militarized, they are seen as an occupying force rather than a public safety service. The lack of a public forum to discuss the acquisition of military equipment further strains the relationship police have with the community."

In October 2022, the Board of Supervisors adopted Sacramento County Ordinances No, SCC-1596 and Resolution 2022-0812 approving the Sheriff's Office Military Equipment policy. Annually, the Sheriff's Office needs to comply with many requirements, including presenting an annual report to its governing body and holding at least one well-publicized and conveniently located community engagement meeting, at which the Sheriff's Office should discuss the report and respond to public questions regarding the funding, acquisition, or use of military equipment. The Board of Supervisors specified that the Sheriff should present is annual military equipment reports with the SCRC prior to bringing them back to the Board of Supervisors. Since 2023, the SCRC has served as the venue for the Sheriff's Office community engagement meeting, allowing the Sheriff's Office to meet both its legal and Board of Supervisors-issued directives at the same time.

In February 2025, the SCRC began discussing ways to improve the Military Equipment Community Engagement Meeting. Inspired by other local jurisdictions' handling of these meetings, such as the Sacramento Police Department, the SCRC added an additional meeting to its calendar so that this topic, military equipment use, could be the sole focus of the meeting. To rectify prior concerns that public comment periods did not sufficiently address the question-and-answer intentions of AB 481's community engagement meeting, the SCRC asked community members to submit questions in advance that could be asked to the Sheriff's Office during the meeting. Questions were received until 5 pm on the meeting day.

The community engagement meeting was promoted in several ways. The Sheriff's Office Military Equipment Report for 2025 was published on May 1, 2025. Information about the Community Engagement meeting was included on the posted agenda and materials on the same day, and electronic notifications were distributed to all SCRC subscribers. On May 2, 2025, a flyer was digitally distributed to 150+ community-based organizations and individuals along with a flyer. On May 5, 2025, a County news release and social media posts were added to further raise awareness and solicit additional questions.

# Use of Military Equipment, Continued

The Community Engagement Meeting was held on May 6, 2025. The Commission received numerous questions from community members on a variety of concerns, including the specific language used in the Sheriff's Office Military Equipment Policy, disproportionality of military equipment deployment on the Black community, and military equipment costs, among others.

The SCRC is assessing its next steps to further improve future years' Community Engagement meetings for Sheriff's Office military equipment use. The SCRC is exploring how best to continue to serve as the venue for the Community Engagement Meeting, and what, if anything, can be done to provide a true question-and-answer format where members of the public are not required to submit their comments in advance. Finally, the SCRC seeks to coordinate with the Sheriff's Office to publish their Military Equipment Annual Report sooner to allow greater time and means to publicize the Community Engagement meeting, including communication in multiple languages to reach additional community groups.

## Additional Community Concerns Discussed

In addition to the community concerns described above, the Commission also received community concerns on a variety of other topics. Some of these topics were discussed at specific SCRC meetings, as described below.

- **Response to in-custody deaths**, discussed in August 2024.
  - *Note: As the SCRC cannot interfere with active investigations, the Commission has a limited role in addressing in-custody deaths. However, the Commission continues to work with the Inspector General, who reviews all in-custody deaths once the Sheriff's Office and District Attorney's investigations have concluded. Additionally, if a death is determined to be solely medical in cause, with no relationship to any actions or inactions by Sheriff's Office personnel, it would be addressed through review processes in Adult Correctional Health Services and would not fall within the Commission's purview.*
- **Sheriff's Office use of automated license plate readers** as cited in a Grand Jury report, discussed in September 2024.
- **Sheriff's Office use of surveillance technologies**, discussed in October 2024.
- **Sheriff's Office efforts to enforce anti-camping ordinances**, discussed in November 2024.

The Commission received other concerns through public comment provided in person and in writing.

SHERIFF COMMUNITY REVIEW COMMISSION

SCRC

S A C R A M E N T O C O U N T Y

## Recommendations



# Recommendations

Throughout the 2024-2025 year, the Commission approved five recommendations related to the Sheriff's Office policies, procedures, and operations. These recommendations are relayed to the Inspector General, who will confer with the Sheriff's Office before providing a response over whether, and to what extent, the Sheriff's Office has or will implement the Commission's recommendations.

Three recommendations resulted from the ad hoc committee on mental health treatment in custody.

1. It is recommended that the Sheriff's Office collaborate with County partners to ensure that Status Reports are accompanied by an executive summary that clearly highlights progress made both collaboratively, and individually by the Sheriff's Office, within the monitoring period and identifies priorities for the next period.

2. It is recommended that the Sheriff's Office produce complete and accurate documentation when requested by Mays Consent Decree class counsel and/or subject matter experts within the timeframes indicated in each document request. If no timeline is indicated, efforts should be made to produce the requested documentation within five (5) working days.

3. It is recommended that County Status Reports clearly identify which Sheriff's Office policies have been updated during the monitoring period. It is further recommended that the Sheriff's Office prioritize developing the policies required by the Consent Decree.

Two recommendations resulted from the ad hoc committee on outreach and community engagement.

4. It is recommended that the Sheriff's Office appoint a primary and alternate representative to ensure attendance and participation in all Sheriff Community Review Commission meetings.

5. It is recommended that the Sheriff's Office representative sit in a designated area during Commission meetings to ensure easy access to a microphone during discussions.

The Inspector General continues to work with the Sheriff's Office to review Commission recommendations from prior years and periodically provides updates on the status of previously issued recommendations.

## Contact the Commission



### Attend A Meeting

Board of Supervisors Chambers  
700 H Street, Sacramento, CA 95814

*Meetings are typically held on the 3rd Tuesday of each month at 6 pm; some exceptions apply. Meetings are also livestreamed.*



### Visit the SCRC Website

[www.SacSCRC.org](http://www.SacSCRC.org)



### Receive Meeting Notifications

[https://public.govdelivery.com/accounts/CASACRAM/subscriber/new?topic\\_id=CASACRAM\\_360](https://public.govdelivery.com/accounts/CASACRAM/subscriber/new?topic_id=CASACRAM_360)



### Send An Email

[CRC@SacCounty.gov](mailto:CRC@SacCounty.gov)

## Contact the Inspector General

Contact the Inspector General by completing an online complaint form.

**Website:** <https://inspectorgeneral.saccounty.gov/>

Complaints are also received via mail, email, and phone.

**Email:** [OIG@saccounty.gov](mailto:OIG@saccounty.gov)

**Phone:** (916) 876-4371

**Mail:** Office of Inspector General, 799 G Street, Room 747, Sacramento, CA 95814

**Website:** <https://inspectorgeneral.saccounty.gov/>

SHERIFF COMMUNITY REVIEW COMMISSION

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