

Sacramento County
Community Review
Commission

2022
to
2023

Annual Review Report



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COMMISSION BACKGROUND

On February 9, 2021, the Sacramento Board of Supervisors heard from members of the public and discussed a draft proposed framework for the creation of a Community Review Commission. The establishment of such a Commission was authorized in Assembly Bill 1185. Specifically, Assembly Bill 1185 authorizes counties to establish a sheriff oversight board and also authorizes such an oversight board to issue a subpoena or subpoena duces tecum when deemed necessary to investigate a matter within the jurisdiction of the board. The Governor signed the bill on September 9, 2020, and it became effective on January 1, 2021.

On March 23, 2021, the Board had further discussion and received input on a revised draft framework. The Board directed staff to return to the Board with a resolution establishing the Commission, taking into consideration the input from the Board and members of the Community. On May 4, 2021, the Board of Supervisors approved Resolution 2021-0256 to Establish a Community Review Commission.

Pursuant to the Resolution, the mission of the Commission is to improve public transparency and accountability with respect to the Sacramento County Sheriff's Office and provide greater community interaction and communication with the Office of Inspector General. To this end, the Resolution provides that the Commission perform its duties in a thorough, impartial and transparent manner that promotes credibility, and enhances trust and respect and that it welcome community involvement and provide opportunities for robust community engagement.

The Resolution sets forth the powers and duties, requirements for commission membership, including the requirement for members to complete training within 90 days of assuming office, members' appointments and term of office, organization, including the requirement to elect a chair and vice chair and consider rules and regulations, meetings, and commission staffing. Pursuant to the Resolution, the CRC is an 11-member body, with two members appointed by each supervisorial district and one ex-officio member appointed by the County's Chief Executive Office.

The Commission began meeting monthly in March 2022. Support for the Commission is provided by staff from the Office of the County Executive, County Counsel, and Clerk of the Board of Supervisors.

COMMISSION MEMBERS & OFFICERS

The 2022-2023 Community Review Commission was comprised of 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: Darrel Lewis and Khaim Morton
- District 4 Appointees: Michael Martel and Thomas Scott
- District 5 Appointees: Odette Crawford and Theresa Riviera
- County Executive Appointee/Ex Officio Member: Eric Jones

The Commission has three officers: Chair, Vice Chair, and Section 13 Designee. Khaim Morton, District 3 Appointee, served as the Commission's Chair. Paul Curtis, District 1 Appointee, served as the Commission's Vice Chair. Theresa Riviera, District 5 Appointee, served as the Commission's Section 13 Designee. Responsibilities of Commission officers are described in the Commission's Rules and Regulations, which are available on the Commission's website. Additionally, the website includes brief biographies provided by each Commission member.



"The foundation of our work as the Commission is community engagement. In order for the Commission to provide the kind of analysis and oversight of the Sheriff's Office that will effect real change, we have to hear from the community."

Khaim Morton, Chair

ACTIVITIES OF THE COMMISSION

The Commission was very active throughout the 2022-23 year. Notable accomplishments are described below.

Participation in the Selection Process for the Inspector General

On August 23, 2023, the Sacramento County Board of Supervisors voted unanimously to approve Francine Tournour as the new Inspector General. Ms. Tournour began serving as the Inspector General on September 1, 2022. Prior to Ms. Tournour's appointment, the Office of Inspector General had been vacant since February 2022.

The selection of Ms. Tournour followed a nationwide recruitment for this position. The selection process included two collaborative interview panels whose members included the Chair of the board, the Sheriff, representatives from both the Law Enforcement Management Association and the Deputy Sheriff's Association, and members from the Community Review Commission.

Since her appointment, Ms. Tournour has consistently provided opportunities to hear from the community and engage with the Commission by participating in its monthly meetings. The Commission looks forward to continuing to grow its relationship with the Office of Inspector General to foster positive relations with the community and support improvements to Sheriff's Office policies, procedures, and operations.

Development & Implementation of a Communication & Engagement Plan

Recognizing that the Commission is a new entity and is relatively unknown to the larger community, the Commission partnered with Kim Nava from Sacramento County's Public Information Office to develop a communication and engagement plan. The resulting plan included the development and circulation of an informational flyer, news story, and frequently asked questions document. These materials were circulated to a large number of groups and individuals and posted to the Commission's website. Communication efforts also included the use of the County's social media channels to publicize particular meetings that were likely to generate substantial interest among community members, including the presentation from the Sheriff and meetings with discussions about the use of military equipment. The Commission has seen public attendance at its meetings grow throughout the year and looks forward to expanding upon its communication and engagement efforts in the future.

Selection of 2022-2023 Focus Areas

Since the Commission's formation, it has been clear that members of the community and Commission members themselves are interested in many topics and issues related to Sheriff's Office policies, procedures, and operations. Recognizing that it takes time and resources to develop an in-depth review and analysis of a topic in order to develop recommendations to submit to the Office of Inspector General, the Commission desired to select between one and three initial areas of focus for its 2022-2023 year.

To arrive at this decision, the Commission reviewed a document compiled by staff that listed the concerns, issues, and topics expressed by Commission members since the Commission began, as well as topics identified by community members through public comment. The list included a total of 19 items for consideration. The Commission then voted to determine their immediate priorities. The Commission's top priority as determined by the vote, was SSO patrol operations, policies, and procedures occurring in the field surrounding the response to calls for service involving individuals experiencing a mental or behavioral health crisis, including de-escalation and crisis intervention training, collaboration with the Community Wellness Response Team (formerly known as the Wellness Crisis Call Center and response program), and family member interactions. The Commission's second priority was jail release procedures.

Establishment of 3 Ad Hoc Committees, Completion of 2 Reports, and Approval of 13 Recommendations

Once the initial two areas of focus were determined, the Commission established ad hoc committees in November 2022 to accomplish its work.

- The ad hoc committee dedicated to responses to calls for service involving a behavioral health component was led by Commissioner Whiteside and included Commissioners Curtis, Martel, and Riviera.
- The ad hoc committee dedicated to jail releases was led by Commissioner Crawford and included Commissioners Stoller and Lewis.

The activities performed by each ad hoc committee, and the analysis, findings, and recommendations associated with their respective areas of focus are detailed in each ad hoc committee's report, which are available on the Commission's website. The two reports and their 13 total recommendations were presented to the Commission on May 30, 2023. The Commission then voted whether to support each recommendation; all recommendations were approved and are identified later in this report.

In March 2023, the Commission voted to establish a third ad hoc committee dedicated to mental health treatment in custody. This committee is led by Commissioner Martel and includes Commissioners Morton and Riviera. The Committee is expected to conclude its work and develop recommendations in the 2023-24 year.

Tours of Sheriff's Office Facilities & Equipment

The Sheriff's Office has offered Commission members opportunities to tour various facilities and respond to the Commission's questions. Given the Commission's interest in corrections and the Mays Consent Decree, the Sheriff's Office provided the Commission with two opportunities to tour both the Main Jail and Rio Cosumnes Correctional Facility. Additionally, the ad hoc committee focusing on responses to calls for service involving a behavioral health component toured the Sheriff's Communications Center. The Commission was also offered an opportunity to view the Sheriff's Office military equipment prior to the Board of Supervisors approving the Sheriff's Office Military Equipment Policy in October 2022.

Facilitation of a Community Engagement Meeting Regarding Sheriff's Office Annual Military Equipment Report

When the Board of Supervisors approved the Sheriff's Office AB481 Military Equipment Policy in October 2022, the Board provided direction for future items involving the Sheriff's Office use of military equipment to first be presented to the Community Review Commission. Government Code § 7072 requires the Sheriff's Office to release an annual report on its use of military equipment. Furthermore, within 30 days of submitting and publicly releasing the annual report, the Sheriff's Office policy requires the Sheriff's Office to hold 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 Community Review Commission meeting held on May 16, 2023 met these requirements and included extensive questions and answers regarding the Sheriff's Office Military Equipment Report.



Presentation materials and newly requested AB 481 inventory shared at the May 16, 2023 meeting.

Presentations, Updates & Public Comments

Throughout the year, the Commission heard from many individuals and organizations. This included departments from Sacramento County's criminal justice system, community members, and additional stakeholders interested in the Commission's work. These presentations, updates, and comments included the following:

- Monthly verbal updates and two quarterly written reports from the Office of Inspector General provided by Francine Tournour
- A presentation from Rick Heyer representing County Counsel regarding the Mays Consent Decree (*August 16, 2022*) and subsequent periodic updates from Commissioner Jones
- A presentation from Jim Barnes representing the office of former Sheriff Scott Jones (*September 20, 2022*)
- Brief presentations from the Anti-Recidivism Coalition, Decarcerate Sacramento, and Downtown Sacramento Partnership regarding suggestions for topics for the Commission to consider in determining its areas of focus for the year (*September 20, 2022*)
- A presentation from Graciela Castillo-Krings and Keyan Bliss representing the Sacramento Community Police Review Commission (*October 18, 2022*)
- A presentation from Jennifer Reiman and Nina Acosta representing the Department of Health Services regarding Mobile Crisis Support Teams (*December 20, 2022*)
- A presentation from Sheriff Jim Cooper (*February 21, 2023*)
- A presentation from Catherine York representing the Criminal Justice Cabinet regarding Sacramento County's Sequential Intercept Model (*March 21, 2023*)
- A presentation from Rochelle Beardsley representing the District Attorney's Office (*April 25, 2023*)
- An update from Captain Matt Owens representing the Sheriff's Office and Commissioner Jones regarding the implementation of the ATIMS jail management system (*April 25, 2023*)
- A presentation from the Sacramento Immigration Coalition regarding the Commission's responsibilities pursuant to Sacramento County Board of Supervisors Resolution No. 2022-1044 relating to the enforcement of federal immigration law (*June 20, 2023*)
- Numerous comments from members of the community submitted to the Commission in writing and delivered verbally during Community Review Commission meetings throughout the course of the year

For a complete record of the Commission's activities, a recording of each Commission meeting and its associated documents, including any public comments received, are available on the Commission's website.

2022-2023 RECOMMENDATIONS

Over the 2022-2023 year, the Commission made 13 recommendations to the Office of Inspector General. The analysis and supporting justifications for each recommendation are described in the reports from the Commission's ad hoc committees, which are available on the Commission's website. In alignment with the Commission's rules and regulations, the Inspector General reviewed and provided feedback on the reports and recommendations prior to completion and publication. The recommendations are listed below.



01 – Periodic Updates from OIG on Implementation of Recommendations

The Commission recommends the Inspector General provide the Community Review Commission with periodic updates on the status of all recommendations submitted to the Inspector General by the Commission. Updates should be shared at the December and June meetings each year; any updates shared in June will be reflected in the Commission's annual report.

02 – Mobile Crisis Support Teams Hours

The Commission recommends the Sheriff's Office, working with the Department of Health Services, develop a plan to expand operation of Mobile Crisis Support Teams to 24 hours a day, 7 days a week.



03 – Mobile Crisis Support Teams Leadership

The Commission recommends the Sheriff's Office establish a leadership position within the Sheriff's Office's to coordinate and support Mobile Crisis Support Teams. This position should:



- a. Oversee deputies assigned to Mobile Crisis Support Teams to ensure consistency of operations;
- b. Serve as the liaison to the Department of Health Services' Mental Health Program Coordinator; and
- c. Regularly communicate with patrol units to ensure that all deputies are informed about available behavioral health resources and support services.

04 – Mobile Crisis Support Teams Visibility



The Commission recommends the Sheriff’s Office increase public visibility of Mobile Crisis Support Teams by developing and maintaining a dedicated page on the Sheriff’s Office website. The Committee further recommends the Sheriff’s Office consider other ways to improve visibility, such as placing identifying markers on vehicles used by Mobile Crisis Support Teams, sharing information on social media, and distributing materials at community events.

05 – Mental Health Training

The Commission recommends the Sheriff’s Office to provide all patrol deputies and dispatchers with formal training in mental health, which shall encompass mental health policies, critical incident response, crisis intervention techniques, recognizing different types of mental illness, interacting with individuals with mental illness, appropriate referral practices, suicide and self-harm detection and preventions, relevant bias and cultural competency issues, and confidentiality standards. Training should be received every two years, at minimum. Initial training offerings should include at least 24 hours of Crisis Intervention Training.



It is further recommended for training to include information and simulation exercises on how to recognize and respond to a person experiencing a psychotic episode, how and when implement 5150 holds, and testimonies from individuals and/or family members with lived experience navigating a behavioral health crisis.

To learn more about the analysis and rationale behind each recommendation, visit the [Community Review Commission website](#) to read the report on **Responses to Calls for Service Involving a Behavioral Health Component** and the report on **Jail Releases**.

06 – Public Data Sharing (Calls Involving Behavioral Health)

The Commission recommends the Sheriff’s Office improve its public data sharing efforts regarding responses to calls involving a behavioral health component. Specifically, the Committee requests Sheriff’s Office to annually provide, at minimum, the following information:

- a. Number of total calls for service
- b. Number of calls for service responded to by Sheriff’s deputies (“responded calls”)
- c. Number of calls for service referred to 988
- d. Number of responded calls identified as involving a possible behavioral health issue or concern (“flagged calls”)
- e. Number of responded calls resulting in uses of force
- f. Number of flagged calls resulting in uses of force
- g. Number of flagged calls resulting in an individual being transported to each of the following:
 - i. County jail facility
 - ii. Emergency department
 - iii. Sacramento County Mental Health Treatment Center
 - iv. Crisis Receiving for Behavioral Health
 - v. Mental Health Urgent Care Clinic
- h. Number of Mobile Crisis Support Teams
- i. Number of deputies assigned to Mobile Crisis Support Teams within the past year
- j. Number of responded calls involving Mobile Crisis Support Teams
- k. Average number of hours per week staffed with Mobile Crisis Support Teams
- l. Percentage of sworn staff with at least 24 hours of Crisis Intervention Training



The Commission further recommends that information on call counts (a, b, c, d, and j), use of force (e and f), and transportation to a secondary location or facility (g) include demographic data of the persons involved, including race, ethnicity, language spoken, and whether a language line, intradepartmental translation, or similar service was requested, to the extent feasible.

07 – Collaboration with Community Wellness Response Team Program and 988



The Commission recommends that a representative from the Sheriff's Office meet with the Chair(s) and staff of the Community Wellness Response Team Program Advisory Committee on a quarterly basis to share resources and information, identify potential gaps in the County's mobile crisis response efforts, and discuss opportunities for collaboration where appropriate.

08 – Late Night Jail Release Monitoring

The Commission recommends the Inspector General request regular reports and data from the Sheriff's Office to monitor late night jail releases. Specifically, the Inspector General should monitor data such as:

- The reason a person is released late at night;
- Whether persons are indeed electing to remain in the Main Jail until 6 am;
- Compliance with the May 19, 2023 memo, specifically, the number of times where a person elects to remain in custody, but is released after 6 am; and
- Strain on custodial staff with the additional workload.



09 – Earliest Possible Notification to Adult Correctional Health Regarding Inmate Releases



The Commission recommends the Inspector General work with the Sheriff's Office to ensure the medication policy [of providing Adult Correctional Health with release notifications as early as possible] is put into writing.

10 – Clothing Closet in Jail Facilities

The Commission recommends the Inspector General work with the Sheriff's Office, this Commission, criminal justice partners, and community-based organizations (CBOs) to provide a clothes closet for those being released from Sacramento County jail facilities.



11 — Transportation Options for Released Persons

The Commission recommends the Inspector General work with the Sheriff's Office, criminal justice partners, and CBOs to provide transportation options for persons released from Sacramento County jail facilities. This could be in the form of funding for bus passes, taxis, or ride share credits, or through partnerships with CBOs.



12 — Notification of Systemic Changes



The Commission recommends the Inspector General should be kept abreast of all systemic changes, such as the recent implementation of the ATIMS jail management system, intended to be made by the Sheriff's Office within one year of their occurrence or soon as otherwise practicable. The Inspector General should report that information to this Commission.

13 — Opportunity for Community Input on Resource Guide for Released Persons

The Commission understands that the County is in the process of producing an updated resource guide for persons released from Sacramento County Jail facilities. The Commission recommends the Community Review Commission be granted the opportunity to review and provide feedback on these materials prior to publication and distribution. The Inspector General should be kept abreast of these developments and work with the Commission in addressing community concerns as they arise.



*Members of the Community Review Commission with the Inspector General.
Back (L-R): Eric Jones, Chris Baker, Darrel Lewis, Paul Curtis, Michael Martel, Francine Tournour,
John W. H. Stoller / Front (L-R): Theresa Riviera, Michael Whiteside, Thomas Scott, Odette Crawford*

CRC CONTACT INFORMATION

The Community Review Commission will continue to receive communication from the public through the public comment process. The community can contact the Commission by emailing Laura Foster, CEO Management Analyst II, Office of the County Executive, at CRC@SacCounty.Gov. The County will communicate to the public this information through its communications channels, such as its website, a County news story, GovDelivery, and social media.

INTRODUCING THE INSPECTOR GENERAL

The Inspector General was provided with an opportunity to review and provide feedback on the Commission's Annual Review Report prior to publication. The Commission values its supportive relationship with the Office of Inspector General and looks forward to its continued partnership with Inspector General Francine Tournour.



Francine Tournour began her career in law enforcement as a Deputy Sheriff in Contra Costa County, where she quickly gained an appreciation for the complex field of law enforcement. After working in law enforcement for a brief period, she began working for the City of Sacramento as a Deputy Director for the Office of Public Safety Accountability.

In 2008, she was promoted to the Director role of that office, where she was responsible for conducting all complex and sensitive investigations for the City's 1,300 employees.

Francine Tournour has a bachelor's degree in Criminal Justice from Madonna University and a master's degree in Emergency Management from California State University, Long Beach.

Get Involved

Attend A Meeting



Board of Supervisors Chambers
700 H Street
Sacramento, CA 95814

Streamed Online at
<https://metro14live.saccounty.net/>

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

Sign Up To Receive Meeting Notifications

https://public.govdelivery.com/accounts/CASACRAM/subscriber/new?topic_id=CASACRAM_360

Send An Email



CRC@SacCounty.gov

Learn More

Visit the CRC Website



<https://sccob.saccounty.gov/Pages/CommunityReviewCommission.aspx>

Connect With The Office Of Inspector General

The primary function of the Office of Inspector General 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 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.

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

