

**Sacramento County Community Review Commission**  
**Mental Health Treatment in Custody Ad Hoc Committee**  
**Final Report**

The Mental Health Treatment in Custody Ad Hoc Committee was formed in early 2023 and concluded 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<sup>1</sup>
- County Status Reports (6<sup>2</sup>, 7<sup>3</sup>, 8<sup>4</sup>, and 9<sup>5</sup>) on progress toward achieving compliance with the Consent Decree
- Monitoring Reports (3<sup>6</sup> and 4<sup>7</sup>) from the Mays' Consent Decree Mental Health Expert Dr. Mary Perrien
- Mental Health Jail Population Reports posted to the Sheriff's Transparency website<sup>8</sup>

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 Community Review Commission's powers and duties do not extend beyond the operations, policies, and procedures of the Sacramento County Sheriff's

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<sup>1</sup> Class Action [Proposed] Consent Decree. [https://www.disabilityrightsca.org/system/files/file-attachments/Mays\\_Proposed\\_Consent\\_Decree\\_Dkt.\\_85-1.pdf](https://www.disabilityrightsca.org/system/files/file-attachments/Mays_Proposed_Consent_Decree_Dkt._85-1.pdf)

<sup>2</sup> Sixth County Status Report. [https://devdce.saccounty.gov/Public-Safety-and-Justice/Documents/Reports\\_Resources/SixthCountyStatusReport.pdf](https://devdce.saccounty.gov/Public-Safety-and-Justice/Documents/Reports_Resources/SixthCountyStatusReport.pdf)

<sup>3</sup> Seventh County Status Report. [https://devdce.saccounty.gov/Public-Safety-and-Justice/Documents/Reports\\_Resources/SeventhCountyStatusReport.pdf](https://devdce.saccounty.gov/Public-Safety-and-Justice/Documents/Reports_Resources/SeventhCountyStatusReport.pdf)

<sup>4</sup> Eighth County Status Report. [https://devdce.saccounty.gov/Public-Safety-and-Justice/Documents/Reports\\_Resources/8th\\_County\\_Status\\_Report\\_January\\_2024.pdf](https://devdce.saccounty.gov/Public-Safety-and-Justice/Documents/Reports_Resources/8th_County_Status_Report_January_2024.pdf)

<sup>5</sup> Ninth County Status Report. <https://devdce.saccounty.gov/Public-Safety-and-Justice/Documents/9th%20County%20Status%20Report%20%28July%202024%29.pdf>

<sup>6</sup> Third Mental Health Expert Report (Perrien) – 04/25/23. <https://www.disabilityrightsca.org/system/files/file-attachments/%5B166-1%5D%20Exhibit%20-%20Third%20Expert%20Monitoring%20Report%20on%20Mental%20Health%20Care%2C%202023-04-27.pdf>

<sup>7</sup> Fourth Mental Health Expert Report (Perrien) – 5/9/24. <https://www.disabilityrightsca.org/system/files/file-attachments/24.05.09%20Doc%20177-1%20Exhibit.pdf>

<sup>8</sup> Transparency. <https://www.sacsheriff.com/pages/transparency.php>

Office<sup>9</sup>, 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. 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 and Early Access and Stabilization Services. According to the most recent Mental Health Jail Population Report<sup>10</sup>, which produces quarterly point-in-time snapshots of the population 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 Community Review 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.

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<sup>9</sup> Community Review Commission Rules and Regulations.

[https://sccob.saccounty.gov/Documents/CRC/Rules\\_and\\_Regulations.pdf](https://sccob.saccounty.gov/Documents/CRC/Rules_and_Regulations.pdf)

<sup>10</sup> Mental Health Jail Population Report – June 2024.

[https://www.dropbox.com/sh/pre9pq4sgjj3l6x/AABpFc\\_HotuY4b2En\\_zmC4NOa/\\_MH%20Data%20%202024-6.pdf?dl=0](https://www.dropbox.com/sh/pre9pq4sgjj3l6x/AABpFc_HotuY4b2En_zmC4NOa/_MH%20Data%20%202024-6.pdf?dl=0)

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 tool to fully understand and evaluate the mental health care inmates are receiving. It is also capable of going beyond the Community Review Commission's limitations (i.e. only the Sheriff's Office policies, procedures, and operations).

Based on its work, the Committee has three recommendations, the justifications for which 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 decipher 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 4<sup>th</sup> 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 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 recent 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.**