



COMMUNITY MAPPING WORKSHOP

CLARK COUNTY

DECEMBER 16, 2025

Acknowledgments

Community Mapping is a model unique to Kentucky that integrates the Sequential Intercept Model (SIM) and the Upstream Model to facilitate system mapping across the criminal justice, juvenile justice, and child welfare systems. This innovative approach enhances coordination, identifies service gaps, and strengthens community responses.

The Kentucky Judicial Commission on Mental Health (Judicial Commission) extends our gratitude to the National Center for State Courts (NCSC) for their invaluable guidance and leadership in supporting Kentucky's development, training, and implementation of the Community Mapping Project.

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We also extend our sincere appreciation to The Ridge Behavioral Health for providing lunch for attendees and to the Bluegrass Community and Technical College- Winchester Campus for graciously offering venue space for this important event.

Finally, we thank all participants of the Community Mapping Workshop for their engagement and commitment to strengthening Kentucky's justice and child welfare systems. Your contributions help drive meaningful change for our communities.



Table of Contents

Introduction	5
Overview of Community Mapping	5
Clark County Community Mapping Workshop	7
Defining the Current Landscape of Clark County	8
Resources, Opportunities, and Processes Across the Domains	9
Community-Level Prevention and Support Services.....	9
Initial Systems Contact.....	16
Individuals and Families with Court Involvement	21
Individuals and Families Returning to/Reentering the Community.....	26
Missing Partners	30
Parking Lot.....	31
Identifying Priorities and Developing Action Plans	31
Expanding Crisis Response	32
Transitional Housing Access	32
Transportation Access	32
Next Steps and Recommendations.....	33
APPENDICES.....	35
APPENDIX A Sequential Intercept Mapping (SIM)	36
APPENDIX B Upstream	38
APPENDIX C Agenda	39
APPENDIX D List of Attendees	40
APPENDIX E Data	43
APPENDIX F Adult Criminal Justice Process Map	51

APPENDIX G Child Welfare Process Map 51

APPENDIX H Juvenile Justice Process Map 52

APPENDIX I Action Plan: Expanding Crisis Response 53

APPENDIX J Action Plan: Transitional Housing 55

APPENDIX K Action Plan: Transportation Access 57



Introduction

On December 16, 2025, representatives from Clark County participated in a Community Mapping Workshop in Winchester, Kentucky. The event was facilitated by Jennifer Braden, Regional Supervisor with the Department of Specialty Courts, and Miranda Baker, Regional Supervisor with the Department of Pretrial Services, both with the Administrative Office of the Courts (AOC). A total of 43 participants representing various partnering agencies and organizations engaged in the workshop. This report provides background information along with a summary of the workshop's key discussions and outcomes.

Community Mapping integrates the Sequential Intercept Model (SIM) and the National Center for State Courts' (NCSC) Upstream Model, two strategic planning approaches designed to enhance cross-system collaboration and reduce justice system involvement. These frameworks are most effective when applied by a diverse team of stakeholders, including representatives from mental health, substance use services, law enforcement, pretrial services, courts, jails, community corrections, housing, healthcare, social services, individuals with lived experience, and family members.

Recognizing the need for a comprehensive approach, the Kentucky Judicial Commission on Mental Health (Judicial Commission) launched an initiative to implement SIM and Upstream mapping throughout Kentucky. Since 2022, the Commonwealth has engaged in statewide criminal justice, child welfare, and juvenile justice mapping to identify existing resources and opportunities for system improvements. More details on this initiative are available on the [Judicial Commission's website](#).

To streamline the process and ease the burden on local communities, the Judicial Commission partnered with NCSC to conduct SIM and Upstream mapping simultaneously. Through this collaboration, Community Mapping was developed. In June 2024, NCSC conducted a facilitator training in Frankfort, Kentucky, preparing key staff and leaders to guide and implement Community Mapping efforts effectively.

Overview of Community Mapping

Community Mapping was explicitly developed for Kentucky to help communities identify ways for individuals and families to access essential resources, services, and support without becoming involved in the justice system. By combining the SIM and Upstream, this

initiative strengthens local planning and collaboration to improve community-based solutions.



SIM is a framework to help communities develop a comprehensive picture of how adults with mental illness and substance use disorders enter and move through the criminal justice system along six distinct intercept points.¹ SIM depicts the criminal justice system as a series of points of “interception” at which an intervention can be made to divert people from the justice system and prevent them from entering or penetrating deeper into the criminal justice system.² Using the model, communities can identify local resources and gaps in services, decide priorities for change, and develop targeted strategies to increase connections to treatment and recovery support

services. For more information on SIM, please see [Appendix A](#).

Upstream is similar to SIM; however, its focus is on how children and families enter and move through the dependency and delinquency systems. By leveraging judicial leadership, court resources, and child welfare and juvenile justice partnerships, Upstream enhances community collaboration and coordination through mapping existing resources, identifying opportunities, and creating a strategic action plan informed by the community map. The collaboration aims to strengthen communities, prevent child maltreatment and out-of-home placement, reduce court involvement, and support safe and healthy families. Through a family-centered lens, Upstream focuses on four domains: Community, Families with Risk Factors, Families with Allegations, and Families with Court Involvement. For more information on Upstream, please see [Appendix B](#).

¹ SAMHSA’s GAINS Center brochure for The Sequential Intercept Model: <https://store.samhsa.gov/sites/default/files/d7/priv/pep19-sim-brochure.pdf>

² Munetz, M.R. & Griffin, P.A. (2006). Use of the Sequential Intercept Model as an Approach to Decriminalization of People with Serious Mental Illness. *Psychiatric Services*, 57(4), 544-549.

The Community Mapping framework focuses the community around four areas:

1. What community resources and supports help strengthen well-being and reduce risk factors?

This area focuses on community-wide resources, services, and supports that strengthen overall well-being while addressing protective and preventive factors linked to adverse outcomes. Grounded in the social determinants of health, it includes efforts aimed at reducing risks associated with abuse or neglect, criminal behavior, and substance use through resources such as screening and assessment, mental health and substance use treatment, cognitive behavioral therapy, trauma-informed care, housing assistance, and support for new and young parents.

2. What resources are available at initial systems contact?

This area highlights resources and interventions available when individuals and families first engage with a system, such as arrest, law enforcement encounters, 911 calls, hotline calls, or referrals to juvenile court.

3. What resources are available to individuals and families with court involvement?

This area focuses on resources, services, and supports for individuals and families involved in the court system, jail, or detention. It includes court-led initiatives, such as specialty courts and case coordination, designed to support individuals throughout the judicial process.

4. What resources are available to support individuals and families returning to or reentering the community?

This category explores services designed to support individuals and families as they transition back into the community. Examples include community corrections programs, educational liaisons, and reunification services.

Clark County Community Mapping Workshop

The morning opened with welcoming remarks and a brief overview of Kentucky's combined Community Mapping model, integrating the Sequential Intercept Model (SIM) and Upstream framework, along with the day's mapping objectives. Facilitators also reviewed the structure and flow of the workshop, foundational concepts guiding the

mapping process, and the overall purpose of bringing cross-system partners together to identify strengths and opportunities for collaboration within the community.

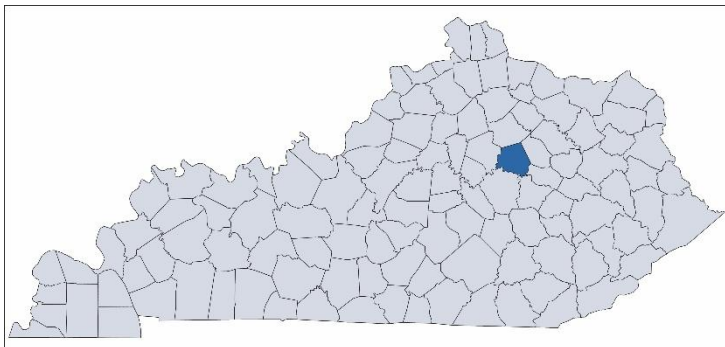
Throughout the morning, attendees identified system entry points, described available supports, and examined how individuals and families engage with the child welfare and justice systems. These discussions helped illuminate both existing strengths and areas for improvement. Process maps can be found in [Appendix F](#) (Adult Criminal Justice Process Map), [Appendix G](#) (Child Welfare Process Map), and [Appendix H](#) (Juvenile Justice Process Map).

In the afternoon, participants prioritized focus areas and joined breakout groups to develop strategic goals and first steps. The day concluded with group report-outs and a shared commitment to continued progress.

For a detailed overview of workshop activities, please refer to the agenda in [Appendix C](#). A list of workshop attendees is provided in [Appendix D](#).

Defining the Current Landscape of Clark County

During a Community Mapping Workshop, available data and system information are used to help develop a shared understanding of the community, its needs, and how individuals interact with various systems and supports. This information helps guide discussion surrounding



community strengths, service gaps, barriers, and opportunities for collaboration. For this workshop, facilitators highlighted select data points and publicly available information, including materials provided by the AOC Division of Analytics and Research and the Cabinet for Health and Family Services, Department for Community Based Services (DCBS), to help provide context and support discussion throughout the day. Additional supporting data and materials referenced throughout the workshop can be found in [Appendix E](#).

Resources, Opportunities, and Processes Across the Domains

Attendees participated in a facilitated discussion to compile existing resources and supports, identify opportunities for improvement, and outline key processes. Participants focused on the domains of Protective and Preventative Community Resources, Initial Systems Contact, Individuals and Families with Court Involvement, and Individuals and Families Returning to or Reentering the Community.

The identified resources and opportunities, gathered through pre-survey responses and real-time conversations during the workshop, are provided below. This list is not intended to be comprehensive of all resources available in Clark County but serves as a foundational point based on the collaborative efforts of this mapping session.

Community-Level Prevention and Support Services

Table 1: Resources in the Community

Attendees identified a range of services and agencies available to the broader community that promote stability, connection, and access to essential supports.

Protective and Preventative Community Resources
4-H Youth Development: provide youth with opportunities for leadership development, life skills education, mentoring, and hands-on learning experiences that promote positive youth development and community engagement.
Adult Protective Services: connects vulnerable adults with resources and supports that promote safety, stability, and well-being.
Aetna Better Health of Kentucky (Aetna SKY): provides Medicaid managed care services, care coordination, and connections to physical health, behavioral health, and community-based resources to support the overall health and well-being.
After School Programming Representatives: connect youth and families with educational, recreational, and supportive programs that promote healthy development and community engagement.
Aunties Academy: provides early childhood education and childcare services that support child development, school readiness, and family stability through a safe and nurturing learning environment.

Beacon of Hope Emergency Shelter: provides emergency shelter, meals, case management, and supportive services that help individuals and families experiencing homelessness work toward stability and self-sufficiency.

Bluegrass Challenge Academy: supports youth through education, mentoring, leadership development, and life skills training to promote positive growth and future success.

Bluegrass Community and Technical College (BCTC) – Winchester-Clark County Campus: provides accessible higher education, workforce training, adult education, and career development opportunities that support individual achievement, economic mobility, and community growth.

Cabinet for Health and Family Services (CHFS): provides access to programs, resources, and supports that help improve the health, safety, and well-being of Kentucky individuals and families.

Cambridge Square Apartments: provides income-based housing options for individuals, families, older adults, and persons with disabilities, helping increase access to safe, stable, and affordable housing within the community.

CC's Closet: donation-based thrift store operated by Clark County Community Services that provides affordable clothing and household items while supporting local programs that assist individuals and families in need.

Churches and faith-based organizations: offer supportive services, community engagement opportunities, and connections to resources that promote stability, well-being, and a sense of belonging.

Clark County Board of Education: provides educational leadership, oversight, and resources that support student achievement, school success, and the overall well-being of children, youth, and families throughout the county.

Clark County Child Development Center: provides early childhood education, childcare, and developmental learning opportunities that support children's physical, social, emotional, and cognitive growth while helping families access quality childcare services.

Clark County Christian (Pre-K / Daycare): provides faith-based early childhood education and childcare services that support children's academic, social, emotional, and spiritual development while helping families access quality childcare in the community.

Clark County Community Services: provides a range of programs and resources that assist individuals and families with basic needs, housing stability, financial challenges, and access to community supports that promote self-sufficiency and well-being.

Clark County Critical Support Team: brings together community partners to coordinate resources, share information, and respond to individuals and families experiencing complex needs, crises, or significant life challenges.

Clark County Extension Office: provides education, outreach, and community-based programs through 4-H Youth Development, Family and Consumer Sciences, Agriculture and Natural Resources, and community development initiatives that strengthen individuals, families, and communities.

Clark County Health Department: provides public health services, prevention programs, health education, and community resources that support the health and well-being of individuals and families.

Clark County Judge/Executive's Office: provides leadership, coordination, and oversight of county government services while supporting community initiatives, public infrastructure, and efforts that enhance the quality of life for residents.

Clark County Public Library: provides access to educational resources, technology, literacy programs, workforce development tools, and community programming that support lifelong learning and community engagement.

Clark County Regional Medical Center: provides emergency, inpatient, outpatient, diagnostic, and specialty healthcare services that support the health and well-being of individuals and families throughout Clark County and the surrounding region.

Clark County Schools: provides educational opportunities, academic support, extracurricular activities, and student services that promote learning, growth, and success for children and youth throughout the community.

Clark County Technical School: provides career and technical education programs that help students develop academic, technical, and workforce skills aligned with high-demand career pathways and postsecondary opportunities.

Community Action Council: provides programs and services that help individuals and families achieve greater stability and self-sufficiency through housing assistance, energy assistance, early childhood education, employment supports, and other community-based resources.

Community Center: provides meeting space and gathering opportunities that support community engagement, collaboration, educational activities, and access to local programs and services.

Community Collaboration for Children (CCC): provides family-centered services, resource coordination, and supportive programs that help strengthen families, promote child well-being, and connect individuals to community resources.

Court Appointed Special Advocates (CASA): advocates support children involved in abuse, neglect, and dependency cases by helping ensure their needs are heard and promoting positive outcomes through connection to services and supports.

Department for Community Based Services (DCBS): connects children, adults, and families with public assistance programs, protective services, childcare supports, and community resources that promote safety, stability, and well-being.

Family Accountability, Intervention, and Response Team (FAIR): brings together schools, behavioral health providers, child-serving agencies, and community partners to coordinate services and address the needs of children, youth, and families through a collaborative, multidisciplinary approach.

Family Resource and Youth Services Centers (FRYSCs): connect students and families with school-based and community resources that support academic success, student well-being, family stability, and overall quality of life.

Goodwill Industries: provides employment services, job training, education programs, and retail operations that help individuals build skills, obtain employment, and achieve greater economic stability.

Guardianship Program: support adults who are unable to make certain decisions independently and do not have an appropriate person available to serve as guardian, helping ensure their safety, well-being, and access to needed services.

Handle with Care: is a collaborative initiative that helps schools provide additional support to students who may have experienced a potentially traumatic event, promoting student well-being, resilience, and success in the classroom.

HANDS (Health Access Nurturing Development Services): provides voluntary home visiting services for expectant parents and families with young children to promote healthy child development, positive parenting, and family well-being.

Home of the Innocents: provides a range of services for children and families, including residential treatment, therapeutic foster care, behavioral health services, crisis stabilization, and family support programs that promote safety, healing, and well-being.

Homeless Coalition: brings together community partners to coordinate resources, raise awareness, and improve access to housing, supportive services, and assistance for individuals and families experiencing or at risk of homelessness.

Hope City: faith-based support, community outreach, mentorship, and resource connections that help strengthen individuals, families, and the broader community.

Kentucky River Foothills: provides transportation services, including bus passes and ride assistance, to help individuals access employment, healthcare, education, essential services, and other community resources.

Kentucky State Police Angel Initiative/Angel Program: helps connect individuals seeking assistance for substance use disorders with treatment, recovery resources, and supportive services without requiring criminal justice involvement.

Legacy Road: provides accessible outdoor recreation, educational programming, and community gathering spaces that promote physical activity, social connection, wellness, and quality of life for individuals and families.

Legal Aid of the Bluegrass: provides free civil legal assistance, education, and advocacy to eligible individuals and families, helping them address legal issues that affect housing, safety, financial stability, healthcare, and overall well-being.

Mayors E-Line: provides residents with timely information about community events, public meetings, local initiatives, road closures, and other important updates to promote communication, awareness, and civic engagement.

Medical Taxi and Non-Emergency Medical Transportation: help individuals access healthcare appointments, treatment services, pharmacies, and other essential medical supports by reducing transportation barriers.

Mission Hope for Kids: provides mentoring, educational support, life skills development, meals, enrichment activities, and positive adult relationships that help children and youth build confidence, resilience, and long-term success.

Mountain Comprehensive Care Center (MCCC): provides behavioral health, substance use treatment, crisis intervention, intellectual and developmental disability services, care coordination, and recovery supports that promote the health and well-being of individuals and families.

National Alliance on Mental Illness (NAMI): provides education, advocacy, support groups, and community resources that promote mental health awareness, reduce stigma, and support individuals and families affected by mental health conditions.

National Youth Advocacy Program (NYAP): provides community-based services that support children, youth, and families through foster care, behavioral health, mentoring, independent living, and family-centered programs designed to promote safety, stability, and well-being.

New Vista: provides behavioral health, substance use treatment, crisis services, intellectual and developmental disability supports, and prevention programs that promote the health and well-being of individuals and families.

Parks and Recreation: provides youth programs, recreational activities, educational opportunities, athletics, and enrichment experiences that promote healthy development, physical activity, social connection, and positive youth engagement.

Partners Healthcare: provides medication-assisted treatment (MAT), peer support services, behavioral health treatment, and recovery-focused care that help individuals achieve and maintain recovery while improving overall health and well-being.

Phoenix Academy: provides an alternative educational environment that supports students through individualized instruction, relationship-building, life skills development, and academic services designed to help youth achieve success in school and beyond.

Quick Response Team (QRT): brings together community partners to provide timely outreach, support, and connections to services for individuals and families following a crisis, overdose, or other critical event.

RACK: provides afterschool programs, activities, events, and enrichment opportunities that promote positive youth development, community engagement, and healthy social connections for children and teens.

Recovery Community Center (RCC): provides a welcoming, recovery-oriented environment where individuals and families can access peer support, recovery resources, education, social connection, and wellness-focused activities that support long-term recovery.

STRIDE: provides services and supports for individuals with intellectual and developmental disabilities from birth through adulthood, including skill development, community engagement, recreational opportunities, and person-centered programming that promotes independence and quality of life.

The Ridge Behavioral Health System: provides inpatient behavioral health and substance use treatment services for adolescents, adults, and older adults, helping individuals access care, stabilization, and support for mental health and recovery needs.

Transitional Housing Program: provides temporary housing assistance and supportive services that help individuals and families achieve housing stability, increase self-sufficiency, and work toward long-term housing goals.

Upward: provides faith-based youth sports, mentorship, and character development opportunities that promote physical activity, teamwork, positive relationships, and personal growth for children and families.

Volunteers of America Mid-States: provides housing, behavioral health services, substance use recovery programs, employment supports, veteran services, and other community-based resources that promote health, stability, and self-sufficiency for individuals and families.

Warm Blessings: provides clothing, household items, and other basic necessities to individuals and families, helping meet immediate needs and promote stability within the community.

Wesley Hilltop House: provides affordable housing and supportive services that help older adults and individuals with disabilities maintain independence, stability, and quality of life within the community.

Table 2: Opportunities for Community

The group identified opportunities to strengthen existing supports and expand access to programs that build resilience, reduce risk, and enhance overall well-being for individuals and families before system intervention is needed.

Protective and Preventative Opportunities for Community
Expand parent education and skill-building opportunities to support families and address behavioral health needs.
Increase housing options, particularly for youth and families with children.
Improve transportation supports for school, employment, family support appointments, prevention services, extracurricular activities, and other community-based activities.
Expand substance use treatment options for youth.
Increase access to 24-hour services, including assessments, crisis response, intellectual and developmental disability services, and youth-focused supports.
Improve overall transportation availability and accessibility.
Expand internet access and digital connectivity.
Increase community awareness and understanding of available resources and services.
Address poverty and its impact on access to services and supports.
Improve language access and reduce barriers for individuals with limited English proficiency.
Expand resources and programming specifically designed for juveniles.
Increase access to mental health services.
Reduce financial barriers and improve affordability of care.
Expand after-hours resources and service availability.
Expand crisis services specifically designed for youth.
Increase opportunities for life skills development.
Expand community and family-focused events that promote engagement and connection.
Increase access to educational resources and learning opportunities.

Promote broader implementation of Recovery-Oriented Systems of Care (ROSC) principles.

Expand job fairs and workforce development opportunities.

Strengthen coordination among providers to improve access to multiple resources and reduce service fragmentation.

Increase access to non-biased, culturally responsive, and inclusive service providers.

Expand weekend and after-hours services for youth.

Increase community education and awareness related to mental health.

Initial Systems Contact

Table 3: Resources for Initial Systems Contact

Attendees identified programs and services that provide immediate support at the point of first contact with law enforcement, schools, emergency response, or other similar services. These resources help de-escalate crises, connect individuals to care, and serve as protective supports that can divert people from deeper system involvement.

Initial Systems Contact Resources

Adult Protective Services: responds to concerns involving vulnerable adults and helps connect individuals with services and supports that promote safety, independence, and well-being.

1115 Medicaid Waiver: provides access to behavioral health, substance use treatment, care coordination, and other supportive services designed to improve health outcomes and connect individuals with community-based care.

Administrative Office of the Courts (AOC) Court Interpreter Program: provides language access services for individuals with limited English proficiency, helping ensure meaningful participation in court proceedings and access to judicial services.

Aetna Better Health of Kentucky (Aetna SKY): supports members with complex behavioral health, substance use, and social service needs through care coordination, service navigation, and connections to community-based supports that may help prevent deeper system involvement.

Bluegrass Challenge Academy: supports youth through education, mentoring, leadership development, and life skills training to promote positive growth, resilience, and future success.

Cabinet for Health and Family Services (CHFS): connects individuals and families with health, behavioral health, child welfare, and supportive services that promote safety, stability, and family well-being.

Children's Advocacy Center of the Bluegrass: provides a child-focused, multidisciplinary response to concerns involving child abuse, helping connect children and families with advocacy, forensic interviews, medical services, mental health supports, and other resources that promote safety and healing.

CIT-trained officers work collaboratively with behavioral health providers and community partners to de-escalate crises, improve safety, and connect individuals with appropriate treatment and support services.

Clark County Attorney's Office: serves the community by addressing public safety concerns, supporting victims, prosecuting misdemeanor offenses, and collaborating with courts, law enforcement, and community partners to promote accountability and access to appropriate services when needed.

Clark County Board of Education: supports early identification of student needs and promotes access to educational, behavioral health, family support, and prevention-focused services that help students remain engaged and successful in school.

Clark County Circuit Clerk's Office: serves as the official record keeper for the court system and assists individuals, attorneys, and partner agencies with court filings, case information, court proceedings, and access to judicial services.

Clark County Community Services: helps individuals and families access supportive services, emergency assistance, and resource navigation that may address needs before they escalate into more significant crises or system involvement.

Clark County Critical Support Team: promotes early intervention and coordinated problem-solving by connecting individuals and families to appropriate services and supports before challenges escalate.

Clark County Detention Center: provides secure detention and works with community partners to facilitate access to medical care, behavioral health services, substance use treatment, educational opportunities, and other supportive resources for individuals in custody.

Clark County Sheriff's Office: promotes public safety through law enforcement, court security, service of legal process, transportation responsibilities, and collaboration with community partners to address community needs and connect individuals with appropriate resources when available.

Clark Regional Medical Center: offers medical care, behavioral health screening, crisis stabilization support, and referrals to community resources that help address health needs and connect individuals to appropriate services.

Community Collaboration for Children (CCC): works with children and families to address needs early, strengthen family functioning, and connect households with services and supports that promote safety, stability, and positive outcomes.

Crisis Stabilization Services: provide immediate assessment, intervention, and short-term support for individuals experiencing a behavioral health crisis, helping connect them to appropriate treatment and community-based services.

Department for Community Based Services (DCBS): provides prevention, family support, child and adult protective services, eligibility determination, and resource coordination to help address needs early and support individuals and families within their communities.

Department of Public Advocacy (DPA): provides legal representation and advocacy for eligible individuals involved in the criminal and juvenile justice systems, helping ensure access to legal counsel and the protection of constitutional rights.

EmPATH (Emergency Psychiatric Assessment, Treatment, and Healing): provides immediate behavioral health assessment, stabilization, and treatment for individuals experiencing a mental health or substance use crisis, helping connect them to appropriate care and ongoing supports.

Family Accountability, Intervention, and Response Team (FAIR): promotes early identification of needs, coordinated problem-solving, and connection to community-based services to support youth and families before challenges escalate.

GreenHouse17: provides emergency shelter, advocacy, crisis intervention, prevention education, and supportive services for survivors of domestic violence, helping individuals and families access safety, resources, and support.

Home of the Innocents: offers behavioral health, crisis intervention, and family support services that help children and families access care, address complex needs, and strengthen stability within the community.

Kentucky State Police Angel Initiative (Angel Program): provides an opportunity for individuals experiencing substance use challenges to access treatment and recovery supports through a voluntary, community-based pathway designed to encourage early intervention and help-seeking.

Kentucky State Police: promotes public safety through law enforcement, highway safety, criminal investigations, emergency response, and collaboration with local agencies and community partners across the Commonwealth.

Legal Aid of the Bluegrass: helps individuals and families address legal challenges early by providing legal guidance, representation, and access to resources that may prevent further crises or system involvement.

Mountain Comprehensive Care Center (MCCC): offers screening, assessment, outpatient treatment, crisis services, prevention-focused supports, and care

coordination that help individuals access services early and address behavioral health and substance use needs within the community.

Mental Health Programs: provide assessment, treatment, education, and supportive services that help individuals address behavioral health needs, build resilience, and access appropriate care within the community.

National Alliance on Mental Illness (NAMI): connects individuals and families with mental health education, peer support, resource navigation, and referrals to community services following an initial mental health concern or referral.

New Vista: offers screening, assessment, outpatient treatment, crisis intervention, prevention services, and care coordination that help individuals access support early and reduce the need for more intensive system involvement.

Phoenix Academy: provides an alternative educational setting that supports students through individualized instruction, behavioral supports, and academic services designed to promote engagement, personal growth, and educational success.

Pretrial Services: provides assessment, supervision, monitoring, and resource connections for individuals awaiting court proceedings, helping support court appearance, public safety, and access to community-based services.

Recovery Community Centers (RCCs): provide peer support, recovery resources, education, and connections to treatment and community-based services that help individuals begin and sustain their recovery journey.

Self-help Meetings: provide peer-led support, encouragement, and opportunities for individuals to connect with others who share similar experiences, promoting recovery, personal growth, and community connection.

National Alliance on Mental Illness: helps eligible individuals reduce barriers associated with certain criminal records by providing a process to obtain relief that may improve access to employment, housing, education, and other opportunities.

School system partners with New Vista and Mountain Comprehensive Care Center to provide behavioral health services, assessments, counseling, and support within the school setting, helping students access care and address mental health needs early.

The Ridge Behavioral Health System: offers assessment, crisis stabilization, psychiatric treatment, and substance use services that help individuals access appropriate levels of care and support during times of need.

Volunteers of America Mid-States: offers prevention, recovery, housing, and care coordination services that help individuals and families address behavioral health, substance use, housing, and other challenges through community-based supports.

Winchester Police Department: promotes public safety through law enforcement, community engagement, crisis response, and collaboration with community partners to connect individuals with appropriate services and supports when needed.

Table 4: Opportunities for Initial Systems Contact

The group identified opportunities to improve coordination, expand early intervention options, and strengthen communication among first responders, behavioral health providers, and community partners to ensure timely and appropriate responses at the earliest point of system contact.

Initial Systems Contact Opportunities
Expand Crisis Intervention Team (CIT) training opportunities for law enforcement officers.
Increase education and awareness regarding behavioral health services as alternatives to incarceration when appropriate.
Improve law enforcement training related to identifying and differentiating mental health conditions and substance use disorders.
Increase education regarding appropriate use of emergency departments during behavioral health crises and available alternatives.
Expand training opportunities for first responders related to recognizing and responding to behavioral health needs.
Increase housing options and supportive housing opportunities for individuals with severe mental illness, including resources available during wait periods for services.
Explore least restrictive placement options for youth with lower-level offenses.
Expand emergency shelter options and bed availability for youth experiencing crises or housing instability.
Strengthen trust and communication between the courts and community members.
Reduce financial barriers that limit access to services and supports.
Increase access to behavioral health, substance use, and supportive services for individuals while incarcerated.
Expand the availability and diversity of service options to better meet varying individual and family needs.
Increase education and awareness regarding involuntary hospitalization processes and available resources.

Strengthen prevention and early intervention efforts to address needs before crisis or system involvement occurs.

Expand access to mental health case management and care coordination services.

Increase community education regarding mental health resources, substance use services, and available supports.

Address stigma that may prevent individuals and families from seeking referrals, treatment, or services.

Expand comprehensive behavioral health services available within local detention facilities.

Increase awareness and utilization of the Kentucky State Police Angel Initiative and related diversion opportunities.

Explore additional supports, interventions, and follow-up services for youth identified through the Handle With Care program.

Individuals and Families with Court Involvement

Table 5: Resources for Individuals and Families with Court Involvement

The group identified court-based and partner programs that support individuals navigating the justice process. These resources promote accountability while addressing underlying behavioral health and social needs.

Individuals and Families with Court Involvement Resources

Addiction Recovery Care (ARC): provides substance use treatment, recovery services, and supportive programming for individuals involved in the justice system, helping address treatment needs and support long-term recovery.

Administrative Office of the Courts (AOC) Court Interpreter Program: provides language access services for individuals with limited English proficiency, helping ensure meaningful participation in court proceedings and access to judicial services.

Aetna Better Health of Kentucky (Aetna SKY): helps eligible justice-involved individuals access healthcare, behavioral health treatment, care management, and recovery supports that promote stability and continuity of care.

AppalReD Legal Aid: provides free civil legal assistance, advocacy, and representation to eligible individuals and families, helping address legal issues that affect housing, safety, family stability, public benefits, and access to justice.

Children's Advocacy Center of the Bluegrass: works with law enforcement, child welfare agencies, prosecutors, medical professionals, and the courts to provide a coordinated, child-focused response to allegations of abuse while connecting children and families with advocacy, support, and healing services.

Citizens Foster Care Review Board: volunteer-based program that reviews the status of children in out-of-home care, makes recommendations to the court regarding permanency and well-being, and helps ensure timely progress toward safe and stable outcomes for children and families.

Clark County Area Technology Center: helps students involved in the juvenile justice or child welfare systems access career and technical education opportunities that support skill development, educational achievement, and future employment.

Clark County Attorney's Office: works with courts, law enforcement, victims, service providers, and community partners to address legal matters, support public safety, and facilitate access to services and interventions that promote accountability and positive outcomes.

Clark County Home Incarceration Program (CHIP): supports eligible individuals through community-based supervision while providing access to medication-assisted treatment (MAT), recovery services, and other supports designed to promote accountability, treatment engagement, and long-term stability.

Court Appointed Special Advocates (CASA): Advocates for children involved in dependency, neglect, and abuse proceedings by helping ensure their needs are represented and supporting connections to services, permanency, and stability.

Court Designated Worker (CDW) Program: serves as the entry point for status offenses and public offenses involving youth, providing assessment, referral, diversion, and case management services while helping connect youth and families to appropriate community-based supports.

Critical Support Team: brings together representatives from the courts, behavioral health providers, child-serving agencies, schools, law enforcement, and other community partners to coordinate services, address complex needs, and identify solutions for individuals and families involved with multiple systems.

Department for Community Based Services (DCBS): partners with courts, attorneys, service providers, and families in matters involving child welfare, dependency, neglect, abuse, protective services, foster care, guardianship, and permanency planning.

Department of Public Advocacy's Alternative Sentencing Worker Program: helps courts identify community-based sentencing options and connects eligible individuals with treatment, services, and supports that address underlying needs while promoting accountability and reducing reliance on incarceration.

Drug Court: voluntary specialty court program that combines judicial oversight, treatment, supervision, and recovery support services to help individuals address substance use disorders, reduce justice system involvement, and achieve long-term recovery.

Family Accountability, Intervention, and Response (FAIR) Team: brings together representatives from schools, behavioral health providers, child welfare agencies, juvenile justice partners, and other community organizations to coordinate services, address complex needs, and support positive outcomes for youth and families involved with multiple systems.

Guardianship Program: works with the courts to provide guardianship for eligible individuals who have been determined to need decision-making support and protection.

Home of the Innocents: partners with child welfare, juvenile justice, courts, and community agencies to provide treatment, placement, and supportive services for children and youth involved in multiple systems.

Kentucky Department of Corrections (DOC): assists with the transportation of incarcerated individuals to court proceedings when appropriate arrangements are made, supporting access to judicial processes and court appearances.

Kentucky Department of Juvenile Justice (DJJ): works with youth, families, courts, schools, and community partners to provide supervision, assessment, case management, diversion opportunities, and rehabilitative services that promote accountability, skill development, and positive youth outcomes.

Kentucky River Foothills Emergency Solutions Grant (ESG) Program: provides housing assistance, homelessness prevention, rapid rehousing, and supportive services that help individuals and families involved with the justice system access stable housing and reduce barriers to long-term stability.

Kentucky River Foothills: may assist eligible individuals with transportation needs related to court obligations, treatment services, and other appointments that support compliance and engagement with services.

Legal Aid of the Bluegrass: represents and assists eligible individuals in civil court matters, including issues related to housing, family law, domestic violence, public benefits, consumer protection, and other legal concerns.

Liberty Place Recovery Center: provides long-term residential substance use treatment, recovery support services, life skills development, and peer support for women, helping address treatment needs and support sustained recovery and stability.

Mountain Comprehensive Care Center (MCCC): partners with courts, justice system agencies, and community stakeholders by providing behavioral health treatment, substance use services, competency-related supports, assessments, and recovery services for individuals involved in the justice system.

Mended Hearts: provides residential treatment, intensive outpatient services, recovery support, and structured programming for men and women involved in the justice system, helping individuals address substance use disorders and work toward long-term recovery and stability.

Mental Health Court: voluntary specialty court program that combines judicial oversight, treatment, supervision, and supportive services to help individuals with behavioral health needs improve stability, reduce justice system involvement, and achieve recovery goals.

New Vista: partners with courts and justice system agencies to provide behavioral health assessments, treatment services, recovery supports, case management, and specialty court collaboration for individuals involved in the justice system.

Our Lady of Peace: provides inpatient and outpatient behavioral health services, crisis stabilization, assessment, and specialized treatment programs for children, adolescents, and adults, supporting individuals involved with the court system who require mental health treatment and services.

Phoenix Academy: partners with the Kentucky Department of Juvenile Justice and other agencies to provide educational services and support for youth involved in the juvenile justice system.

Probation and Parole: provides supervision, case management, and resource coordination for individuals involved in the justice system, helping support accountability, compliance with court-ordered conditions, and successful community reintegration.

Truancy Diversion Program: works with youth, families, schools, and community partners to address barriers contributing to school attendance concerns, promote

educational engagement, and connect students with supportive services aimed at reducing further court involvement.

Veterans Treatment Court: voluntary specialty court program that brings together judges, treatment providers, veteran mentors, supervision officers, and community partners to support justice-involved veterans through treatment, accountability, and connections to services that promote recovery and stability.

Table 6: Opportunities for Individuals and Families with Court Involvement

Attendees identified opportunities to enhance accessibility, streamline processes, and increase understanding of available court-related services. Strengthening collaboration between courts, treatment providers, and other community partners can foster more efficient and equitable outcomes.

Individuals and Families with Court Involvement Opportunities

Improve transportation options to help individuals attend court hearings, treatment appointments, supervision meetings, and other court-related obligations.

Increase awareness and understanding of available resources, services, and supports for court-involved individuals and families.

Reduce financial barriers that may impact an individual's ability to comply with court requirements, access services, or achieve stability.

Expand community service opportunities that provide meaningful engagement, skill development, and alternatives to traditional sanctions.

Strengthen communication, collaboration, and service coordination among courts, agencies, service providers, and community partners.

Expand trauma-informed services and supports for children of justice-involved and court-involved parents.

Increase access to free pro-social activities and positive youth engagement opportunities.

Strengthen prevention efforts that address underlying needs and reduce future justice system involvement.

Expand deflection and diversion opportunities that connect individuals to services and supports when appropriate.

Increase access to Mental Health Court and Drug Court programs and explore opportunities to strengthen participation and service availability.

Streamline access to Veterans Treatment Court and related services for eligible veterans involved in the justice system.

Individuals and Families Returning to/Reentering the Community

Table 7: Resources for Individuals and Families Returning to/Reentering the Community

The group identified programs and supports that assist individuals and families as they transition from incarceration, treatment, or out-of-home placement back into the community. These resources help promote stability through housing, employment, behavioral health care, and family support services.

Individuals and Families Returning to/Reentering the Community Resources

Aetna Better Health of Kentucky (Aetna SKY): serves both youth and adults with complex behavioral health needs, including individuals with serious mental illness (SMI), serious emotional disturbance, substance use disorders, intellectual and developmental disabilities (IDD), and other high-acuity needs.

1115 Waiver Reentry Program: helps eligible individuals transition from incarceration to the community by providing access to healthcare coverage, care coordination, behavioral health services, substance use treatment, and other supports prior to and following release.

Beacon of Hope: supports individuals and families transitioning toward stable housing by providing resource navigation, life-skills support, employment assistance, and connections to community services that promote long-term stability.

Bluegrass Community and Technical College (BCTC) – Winchester-Clark County Campus: offers educational and workforce development pathways that can help individuals build skills, earn credentials, and pursue employment opportunities that support long-term stability and successful community reintegration.

CC's Closet: helps individuals and families access affordable clothing and basic necessities that can support stability during periods of transition, housing recovery, or reunification.

Clark County Community Services: supports individuals and families during periods of transition by connecting them with housing assistance, basic needs resources, and community supports that promote stability and successful reintegration.

Clark County Public Library: offers access to technology, educational resources, employment tools, and community information that can support individuals and families during periods of transition and community reintegration.

Community Collaboration for Children (CCC): supports family preservation and reunification efforts by helping families access resources, build protective factors, and strengthen connections to community-based supports.

Court Designated Workers (CDWs): work with youth, families, schools, and community partners to support successful transitions, connect youth with services and supports, and promote positive outcomes that strengthen family stability and reduce future system involvement.

Critical Support Team: brings together community partners to coordinate services, address barriers, and connect individuals and families with resources that support successful transitions, family stability, and long-term well-being.

Department for Community Based Services (DCBS): supports family preservation, reunification, permanency, and long-term family stability by connecting children and families with services, supports, and resources designed to promote safe and successful outcomes.

Department of Public Advocacy's Alternative Sentencing Worker Program: helps individuals identify and access community-based services, treatment, housing, employment, and other supports that promote stability, reduce barriers, and support successful reintegration.

Family Resource and Youth Services Centers (FRYSCs): support youth and families during periods of transition by helping connect them with resources, services, and school-based supports that promote stability, engagement, and long-term success.

Family Support Groups: provide education, encouragement, peer connection, and shared experiences that help strengthen families, promote resilience, and support successful reunification and long-term stability.

Home of the Innocents: supports permanency, family reunification, and successful transitions through therapeutic services, family engagement, case coordination, and ongoing support for children and caregivers.

Homeless Coalition: supports housing stability and community reintegration by coordinating resources, strengthening partnerships, and helping individuals and families access services that promote long-term stability.

Hope City: supports individuals and families during periods of transition by fostering community connections, encouragement, and access to resources that promote stability and positive outcomes.

Kentucky River Foothills: supports successful community reintegration and family stability by helping individuals access transportation needed for employment, healthcare, treatment, housing, and other essential services.

Legal Aid of the Bluegrass: supports individuals and families during periods of transition by helping address legal barriers that may impact housing, employment, benefits, family stability, and successful community reintegration.

Mountain Comprehensive Care Center (MCCC): supports successful community reintegration through case management, recovery services, peer support, housing assistance, crisis stabilization, and ongoing behavioral health treatment designed to promote long-term stability and recovery.

National Alliance on Mental Illness (NAMI): supports individuals and families during recovery and transition by providing peer support, education, advocacy, and connections to community-based mental health resources.

New Vista: supports successful community reintegration and family stability through behavioral health treatment, recovery services, case management, housing supports, peer support, and ongoing connections to community resources.

Probation and Parole: works with individuals, families, treatment providers, employers, and community partners to support successful community reintegration through supervision, case management, resource coordination, and connections to services that promote long-term stability and public safety.

Recovery Community Center: promotes successful community reintegration and family stability by offering ongoing recovery support, peer engagement, resource navigation, and opportunities to build positive community connections.

Transitional Housing Program: supports successful community reintegration and family stability by offering temporary housing, voucher assistance, case management, and connections to resources that promote long-term housing and financial stability.

Volunteers of America Mid-States: supports successful community reintegration and family reunification through recovery services, transitional housing, employment assistance, veteran services, and programs designed to promote long-term stability and recovery.

Warm Blessings: supports individuals and families during periods of transition by providing access to clothing and essential items that help promote stability and successful community integration.

Table 8: Opportunities for Individuals and Families Returning to/Reentering the Community

Attendees identified opportunities to expand reentry and reunification supports, increase collaboration among agencies, and strengthen pathways that promote long-term recovery, employment, and family stability to reduce recidivism and future system involvement.

Individuals and Families Returning to/Reentering the Community Opportunities

Strengthen post-court involvement coordination to improve continuity of care, communication, and support for individuals and families following court involvement.

Improve communication and collaboration among agencies, service providers, and community partners involved in reentry and reunification efforts.

Expand parent education and skill-building opportunities to support family stability, reunification, and long-term success.

Increase placement options and supportive living arrangements for children, youth, and families with complex needs.

Improve transportation options to help individuals and families meet case plan requirements, appointments, employment obligations, and other reunification-related responsibilities.

Expand peer support opportunities for individuals and families involved in the child welfare system.

Streamline access to services and reduce duplication to ensure parents and families can efficiently access the full range of available supports.

Increase accessibility and accommodations for individuals with hearing, language, and communication barriers involved in child placement and reunification processes.

Expand services and supports for youth and families as children age out of programs or systems, utilizing a more holistic and transitional approach.

Increase access to youth crisis support services, including assessment and intervention opportunities.

Expand foster care supports, including daytime programming, technical education opportunities, transition planning, and services that extend beyond high school.

Increase second-chance employment opportunities to support long-term stability, self-sufficiency, and successful community reintegration.

Missing Partners

In addition to identifying resources and opportunities, participants recognized key partners who were not present at the Community Mapping Workshop but would be valuable for future discussions and advancing this work. The missing partners include:

Adult Protective Services
After School Programming Representatives
Bluegrass Challenge Academy
Cabinet for Health and Family Services
CASA
Churches
Community Collaboration for Children
Corner Stone
Family Advocacy for Ft. Knox
FRYSC (Family Resource and Youth Services Center)
Goodwill
Guardianship Representatives
Home of the Innocents
Hope City
Legal Aid of the Bluegrass
Mission Hope for Kids
One Source
Quick Response Team (QRT)
Warm Blessings
Wesley Hilltop House

Parking Lot

Participants also identified several important topics, ideas, and system-level considerations that may require additional discussion, planning, or partner engagement. While these items were not the primary focus of the workshop, they were captured for future consideration and ongoing community dialogue:

Competency regulations youth with intellectual and developmental disabilities (access to services / placement / resources)

Creation / expansion of elementary school-based behavioral health programs (access to services / prevention programming)

Development of more jail release programs

Identifying Priorities and Developing Action Plans

Facilitators provided guidance on selecting priorities and developing action plans. Each participant received three votes to indicate their top choices. Similar opportunities were grouped, and the three highest-ranked priorities were selected for action planning.

The three priorities identified in Clark County were expanding crisis response, increasing access to transitional housing, and strengthening transportation supports for court-involved individuals.

Participants chose a priority area to focus on and collaborated with others to develop high-level action plans. Each team then presented their plans to the entire workshop group,



allowing for questions and feedback. A brief description of the chosen topic areas can be found below. Full action plans can be found in [Appendix I](#) (Expanding Crisis Response), [Appendix J](#) (Transitional Housing), and [Appendix K](#) (Transportation).

Expanding Crisis Response

The Community Crisis Response priority area is committed to strengthening community-based crisis response efforts by improving coordination, increasing awareness of available resources, and ensuring individuals are connected to appropriate services and supports.

Transitional Housing Access

The Transitional Housing priority area is committed to increasing access to stable and supportive transitional housing opportunities for individuals reentering the community from structured settings, helping promote stability, independence, and successful reintegration.

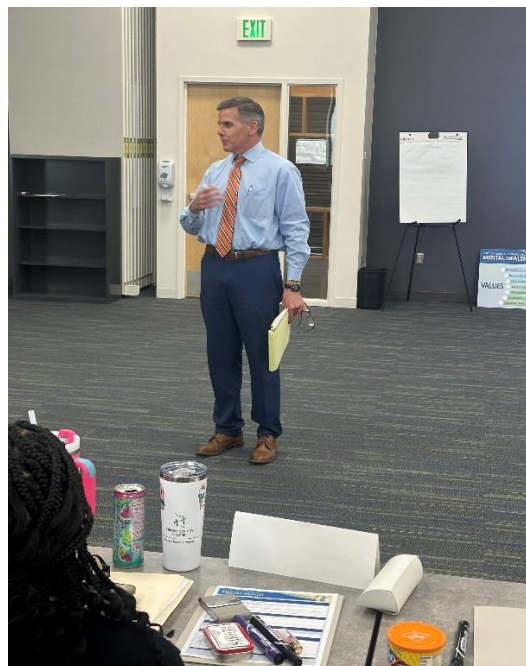
Transportation Access

The Transportation Access priority area is committed to developing transportation solutions that support specialty court participants in attending court hearings, drug testing, treatment appointments, and other program requirements, helping reduce barriers to participation and promote successful outcomes.

Next Steps and Recommendations

Kentucky has a strong history of embracing change, and the Judicial Commission has taken a comprehensive approach to engagement through various initiatives leading up to this report and its recommendations.**1. Reach out to the individuals who were missing to engage them.**

Community Mapping participants identified key system partners who were not present but whose expertise could help advance the priority areas (see page 30 of this report). As work progresses, it is crucial to engage these individuals and continually assess, “Who is missing?” When bringing in new partners, provide an overview of Community Mapping, explain the priority areas and action plans, and highlight the value of their participation and potential roles. Designate Community Mapping participants to reach out to missing partners and incorporate this task into the Action Plan to track progress effectively.



2. Plan for disseminating the work.

Develop a strategy to inform the community about Community Mapping, share priority areas and Action Plans, and provide updates on progress. This plan may involve existing community groups and collaboratives or by engaging the broader community. Communicating this work helps attract new partners, align with ongoing initiatives, leverage available resources, and highlight successes and advancements.

3. Continue working on action plans and reporting on progress.

The group’s dedication to their work and commitment to collaboration is clear. To ensure continued progress, we recommend establishing a structured plan for oversight of the

Action Plans and defining how progress will be monitored. Regular collaborative meetings already taking place present an opportunity to incorporate Action Plan updates as a standing agenda item. These meetings should also serve as a platform for discussing challenges, identifying solutions, and addressing barriers. Implementing a system for ongoing monitoring and evaluation will help track progress, highlight areas for improvement, and allow for necessary adjustments, ultimately supporting the successful implementation of initiatives and driving meaningful outcomes.



APPENDICES

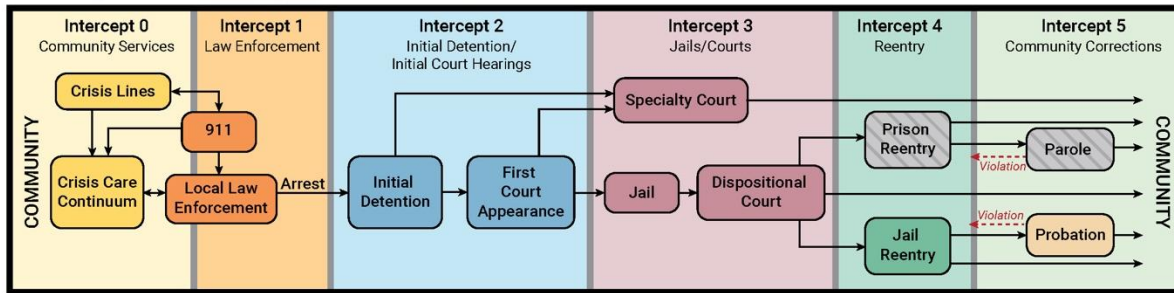
APPENDIX A Sequential Intercept Mapping (SIM)

THE SEQUENTIAL INTERCEPT MODEL

Advancing Community-Based Solutions for Justice-Involved People with Mental and Substance Use Disorders



The Sequential Intercept Model



Key Issues at Each Intercept

Intercept 0

Mobile crisis outreach teams and co-responders. Behavioral health practitioners who can respond to people experiencing a mental or substance use crisis or co-respond to a police encounter.

Emergency department diversion. Emergency departments (EDs) can provide triage with behavioral health providers, embedded mobile crisis staff, and/or peer specialist staff to provide support to people in crisis.

Police-behavioral health collaborations. Police officers can build partnerships with behavioral health agencies along with the community and learn how to interact with individuals experiencing a crisis.

Intercept 1

Dispatcher training. Dispatchers can identify mental or substance use crisis situations and pass that information along so that Crisis Intervention Team officers can respond to the call.

Specialized police responses. Police officers can learn how to interact with individuals experiencing a crisis in ways that promote engagement in treatment and build partnerships between law enforcement and the community.

Intervening with frequent utilizers and providing follow-up after the crisis. Police officers, crisis services, and hospitals can reduce frequent utilizers of 911 and ED services through specialized responses.

Intercept 2

Screening for mental and substance use disorders. Brief screens can be administered universally by non-clinical staff at jail booking, police holding cells, court lock ups, and prior to the first court appearance.

Data-matching initiatives between the jail and community-based behavioral health providers.

Pretrial supervision and diversion services to reduce episodes of incarceration. Risk-based pre-trial services can reduce incarceration of defendants with low risk of criminal behavior or failure to appear in court.

Intercept 3

Treatment courts for high-risk/high-need individuals. Treatment courts or specialized dockets can be developed, examples of which include adult drug courts, mental health courts, and Veterans treatment courts.

Jail-based programming and health care services. Jail health care providers are constitutionally required to provide behavioral health and medical services to detainees needing treatment, including providing access to medication-assisted treatment (MAT) for individuals with substance use disorders.

Collaboration with the Veterans Justice Outreach specialist from the Veterans Health Administration.

Intercept 4

Transition planning by the jail or in-reach providers. Transition planning improves reentry outcomes by organizing services around an individual's needs in advance of release.

Medication and prescription access upon release from jail or prison. Inmates should be provided with a minimum of 30 days' medication at release and have prescriptions in hand upon release, including MAT medications prescribed for substance use disorders.

Warm hand-offs from corrections to providers increase engagement in services. Case managers that pick an individual up and transport them directly to services will increase positive outcomes.

Intercept 5

Specialized community supervision caseloads of people with mental disorders.

MAT for substance use disorders. MAT approaches can reduce relapse episodes and overdoses among individuals returning from detention.

Access to recovery supports, benefits, housing, and competitive employment. Housing and employment are as important to justice-involved individuals as access to mental and substance use treatment services. Removing criminal justice-specific barriers to access is critical.

Implementing Intercept 0

Crisis Response

Crisis response models provide short-term help to individuals who are experiencing mental or substance use crisis and can divert individuals from the criminal justice system. Crisis response models include:

- Certified Community Behavioral Health Clinics
- Crisis Care Teams
- Crisis Response Centers
- Mobile Crisis Teams

Police Strategies

Proactive police responses with disadvantaged and vulnerable populations are a unique method of diverting individuals from the criminal justice system. Proactive police response models include:

- Crisis Intervention Teams
- Homeless Outreach Teams
- Serial Inebriate Programs
- Systemwide Mental Assessment Response Teams

Sequential Intercept Model as a Strategic Planning Tool

The **Sequential Intercept Model** is most effective when used as a community strategic planning tool to assess available resources, determine gaps in services, and plan for community change. These activities are best accomplished by a team of stakeholders that cross over multiple systems, including mental health, substance use, law enforcement, pretrial services, courts, jails, community corrections, housing, health, social services, people with lived experiences, family members, and many others. Employed as a strategic planning tool, communities can use the **Sequential Intercept Model** to:

1. Develop a comprehensive picture of how people with mental and substance use disorders flow through the criminal justice system along six distinct intercept points: (0) Community Services, (1) Law Enforcement, (2) Initial Detention and Initial Court Hearings, (3) Jails and Courts, (4) Reentry, and (5) Community Corrections
2. Identify gaps, resources, and opportunities at each intercept for adults with mental and substance use disorders
3. Develop priorities for action designed to improve system and service-level responses for adults with mental and substance use disorders

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History and Impact of the Sequential Intercept Model

The Sequential Intercept Model (SIM) was developed over several years in the early 2000s by Mark Munetz, MD, and Patricia A. Griffin, PhD, along with Henry J. Steadman, PhD, of Policy Research Associates, Inc. (PRA). The SIM was developed as a conceptual model to inform community-based responses to the involvement of people with mental and substance use disorders in the criminal justice system.

After years of refinement and testing, several versions of the model emerged. The "linear" depiction of the model found in this publication was first conceptualized by Dr. Steadman of PRA in 2004¹ through his leadership of a National Institute of Mental Health-funded Small Business Innovative Research grant awarded to PRA. The linear SIM model was first published by PRA in 2005² through its contract to operate the GAINS Center on behalf of the Substance Abuse and Mental Health Services Administration (SAMHSA). The "filter" and "revolving door" versions of the model were formally introduced in a 2006 article in the peer-reviewed journal *Psychiatric Services* authored by Drs. Munetz and Griffin.³ A full history of the development of the SIM can be found in the book *The Sequential Intercept Model and Criminal Justice: Promoting Community Alternatives for Individuals with Serious Mental Illness*.⁴

With funding from the National Institute of Mental Health, PRA developed the linear version of the SIM as an applied strategic planning tool to improve cross-system collaborations to reduce involvement in the justice system by people with mental and substance use disorders. Through this grant, PRA, working with Dr. Griffin and others, produced an interactive, facilitated workshop based on the linear version of the SIM to assist cities and counties in determining how people with mental and substance use disorders flow from the community into the criminal justice system and eventually return to the community.

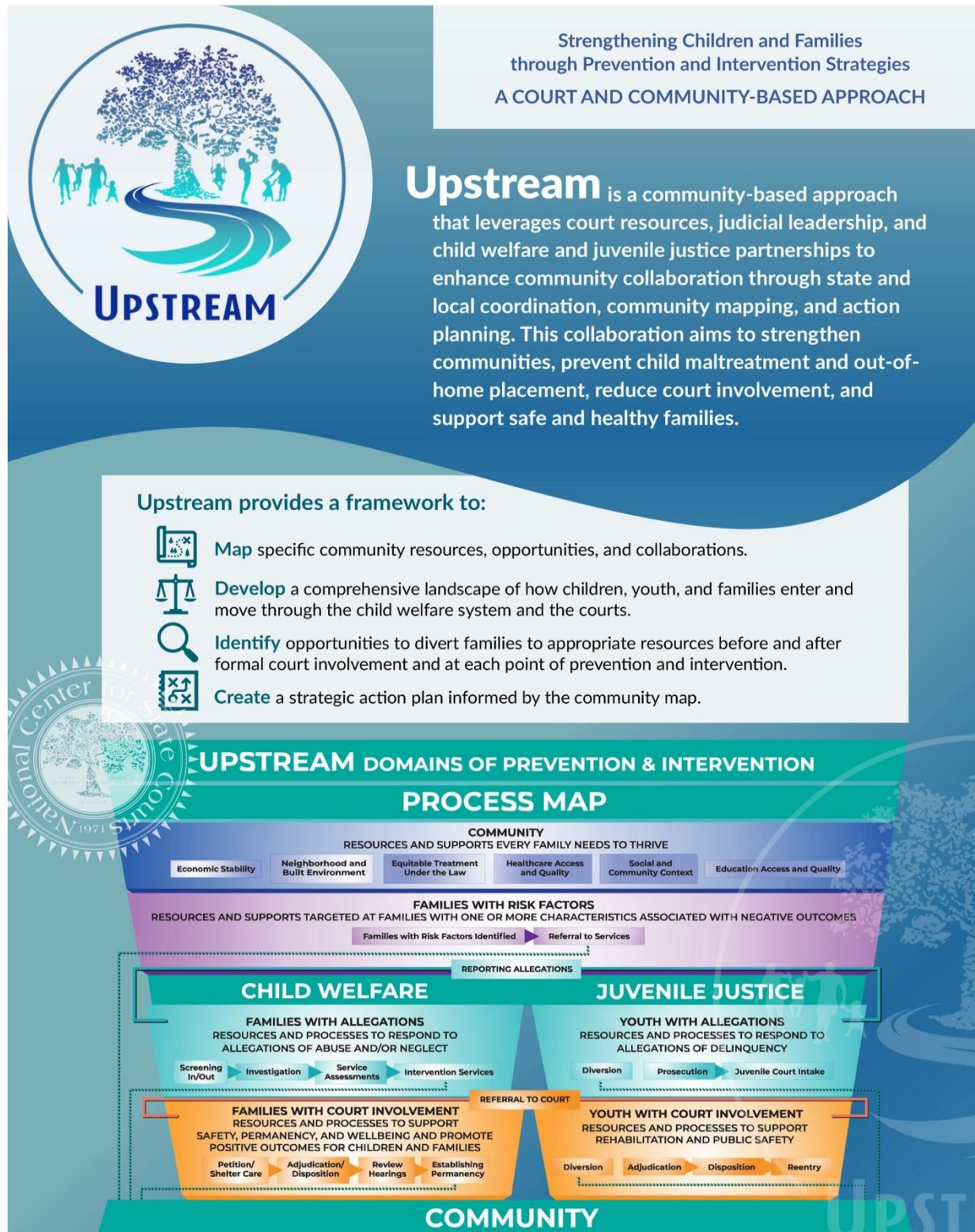
During the mapping process, the community stakeholders are introduced to evidence-based practices and emerging best practices from around the country. The culmination of the mapping process is the creation of a local strategic plan based on the gaps, resources, and priorities identified by community stakeholders.

Since its development, the use of the SIM as a strategic planning tool has grown tremendously. In the 21st Century Cures Act,⁵ the 114th Congress of the United States of America identified the SIM, specifically the mapping workshop, as a means for promoting community-based strategies to reduce the justice system involvement of people with mental and substance use disorders. SAMHSA has supported community-based strategies to improve public health and public safety outcomes for justice-involved people with mental and substance use disorders through SIM mapping workshop national solicitations and by providing SIM mapping workshops as technical assistance to its criminal justice and behavioral health grant programs. In addition, the Bureau of Justice Assistance has supported the SIM mapping workshop by including it as a priority for the Justice and Mental Health Collaboration Program grants.

With the advent of Intercept 0, the SIM continues to increase its utility as a strategic planning tool for communities who want to address the justice involvement of people with mental and substance use disorders.⁶

1. Steadman, H. J. (2007). *NIMH SBIR Adult Cross-Training Curriculum (AXT) Project—Phase II final report*. Delmar, NY: Policy Research Associates. (Technical report submitted to NIMH on 3/27/07).
2. National GAINS Center. (2005). *Developing a comprehensive state plan for mental health and criminal justice collaboration*. Delmar, NY: Author.
3. Munetz, M.R., & Griffin, P.A. (2006). Use of the sequential intercept model as an approach to decriminalization of people with serious mental illness. *Psychiatric Services*, 57, 544–549. DOI: 10.1176/ps.2006.57.4.544.
4. Griffin, P.A., Iellorun, K., Mulvey, E.P., DeMarteo, D., & Schuber, G.A. (Eds.). (2015). *The sequential intercept model and criminal justice: Promoting community alternatives for individuals with serious mental illness*. New York: Oxford University Press. DOI: 10.1093/medpsych/9780199826759.001.0001.
5. 21st Century Cures Act, Pub. L. 114-255, Title X.V, Section B, Section 14021, codified as amended at 41 U.S.C. 3797aa, Title , Section 2991.
6. Aorell, D., Parker, T.W., Noether, G.D., Steadman, H. J., & Case, B. (2017). Revising the paradigm for jail diversion for people with mental and substance use disorders: Intercept 0. *Behavioral Sciences & the Law*, 35, 380–395. DOI: 10.1002/bsl.2300.

APPENDIX B Upstream



APPENDIX C Agenda

Community Mapping Workshop
Clark County
Agenda
Tuesday, December 16, 2025

Registration
Welcome and Opening Remarks <i>Honorable Cole Adams Maier, Chief Circuit Judge, 25th Judicial Circuit, Division II</i>
Framing the Conversation: Introductions with Purpose
Setting the Stage: Overview of Sequential Intercept Model, Upstream, and Community Mapping
Understanding the System: Key Touchpoints in Justice & Child Welfare
Break
Mapping the Community: Identifying Resources and Opportunities ➤ Community at Large ➤ Initial System Contact ➤ Court Involvement ➤ Reentry and Reunification
Making It Count: Voting on Top Priority Areas
Lunch (Provided by The Ridge Behavioral Health)
From Vision to Strategy: Action Planning 101
Spotlighting Priorities: Identifying Key Priority Areas
Break
From Vision to Action: Group Action Planning
Action Planning: Group Report Out
Next Steps: The Path Forward
Closing Reflections and Remarks <i>Honorable David M. Ward, Circuit Court Judge, 25th Judicial District, Division I</i>
Post-Event Survey
Adjourn

APPENDIX D List of Attendees

Last Name	First Name	Agency
Angel	Cody	Clark County Community Services
Baker	Miranda	Department of Pretrial Services
Bester	Ambyr	Department of Community Based Services
Braden	Jennifer	Department of Specialty Courts
Brown	Sheila	Clark County Health Department
Caldwell	Layne	Department of Community Based Services
Caudle	Kelly	Department of Family and Juvenile Services
Cunnigan	Janetta	Department of Public Advocacy
Diaj	Stephanie	CASA of the Wilderness Trail
Disel	Jade	Department of Pretrial Services
Favia	Nicole	Department of Community Based Services
Fuqua	Victoria	Department of Specialty Courts
Hall	Debbie	Office of Statewide Programs
Harrington	Brenda	NAMI Winchester-Clark County
Holland	Shannon	Department of Public Advocacy

Holbert	Valerie	Clark County Health Department
Horn	Angela	Lincoln Trial Behavioral Health
Horen-Easley	Julie	Aetna - KY SKY
Jett	Christine	The Ridge
Jones	LeAnn	Department of Public Advocacy
Kibbey	Ron	
Lewis	Amber	Department of Specialty Courts
Maier	Honorable Cole	Kentucky Court of Justice
Markey	Chamie	Department of Specialty Courts
McCane	Steven	Department of Family and Juvenile Services
Meeks	Indica	Office of Statewide Programs
Meer	Stephanie	Department of Family and Juvenile Services
Mitchell	Shawna	Kentucky Judicial Commission on Mental Health
Powell	Chase	Department of Specialty Courts
Reliford	Heather	Department of Pretrial Services
Romans	Kristan	Adult Protective Services
Sears	Shan	Department of Family and Juvenile Services
Seitz	Scott	Partners' Healthcare

Schlick	Sheena	Department of Specialty Courts
Smallwood	Rita	Clark County Attorney Office
Stanisz	Michael	Department of Probation and Parole
Thomas	Charles	Department of Public Advocacy
Townsend	Christine	Department of Pretrial Services
Ward	Honorable David	Kentucky Court of Justice
Ware	Christina	Department of Specialty Courts
Webb	Eric	New Vista
Williams	Gwen	Clark County Detention Center

APPENDIX E Data

Figure 1. Clark County U.S. Census Bureau CY 2019-2023

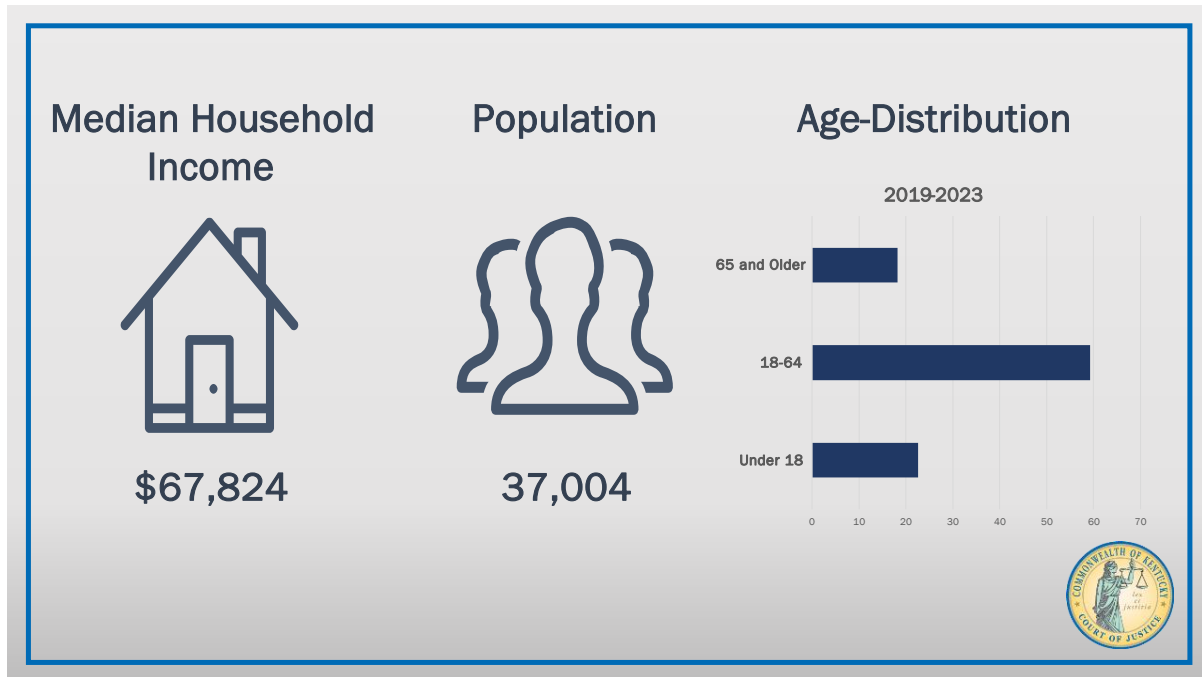


Figure 2. Rate Detained Without Posting Bail: CY 2019-2024

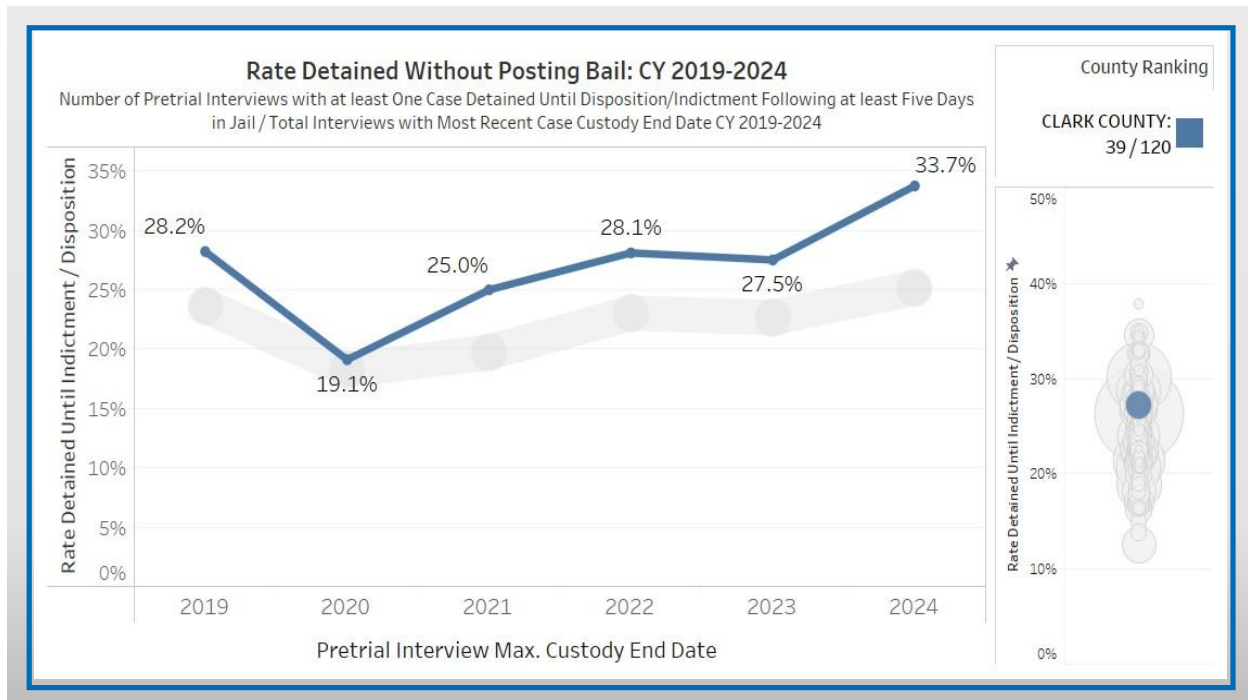


Figure 3. Pretrial Success Rate: CY 2019-2024

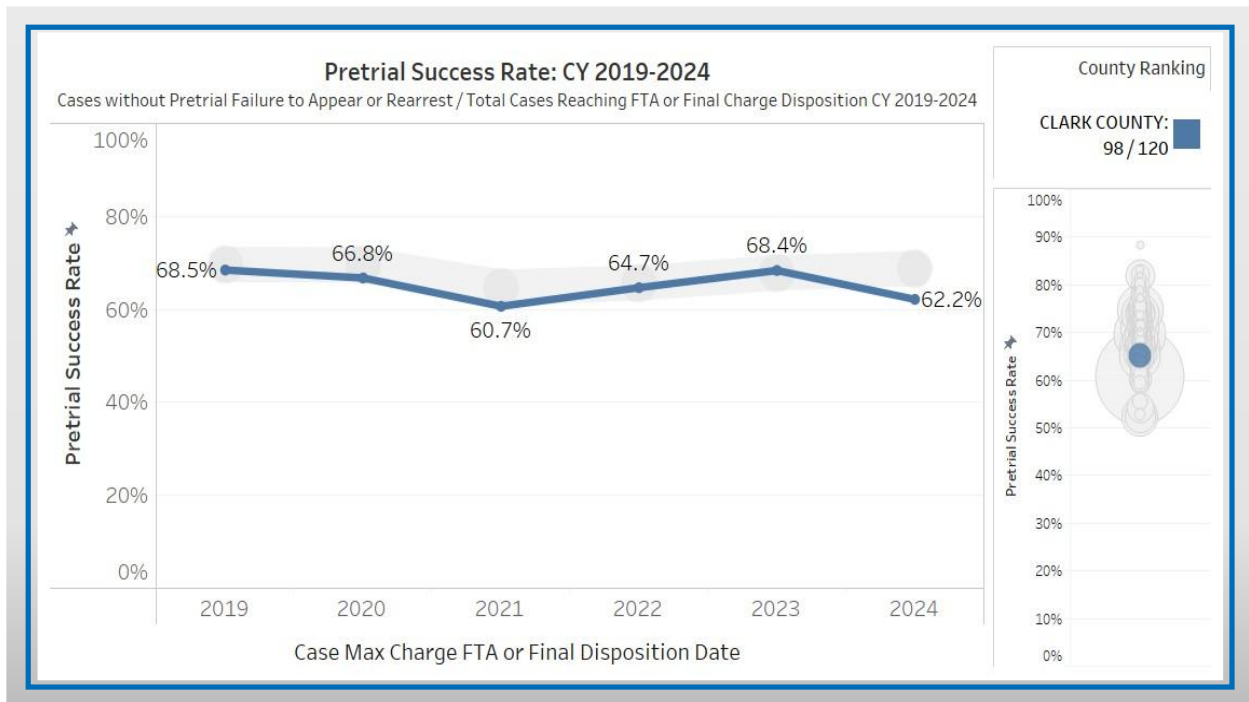


Figure 4. Civil Domestic Violence and Interpersonal Protection Cases Filed CY 2019-2024

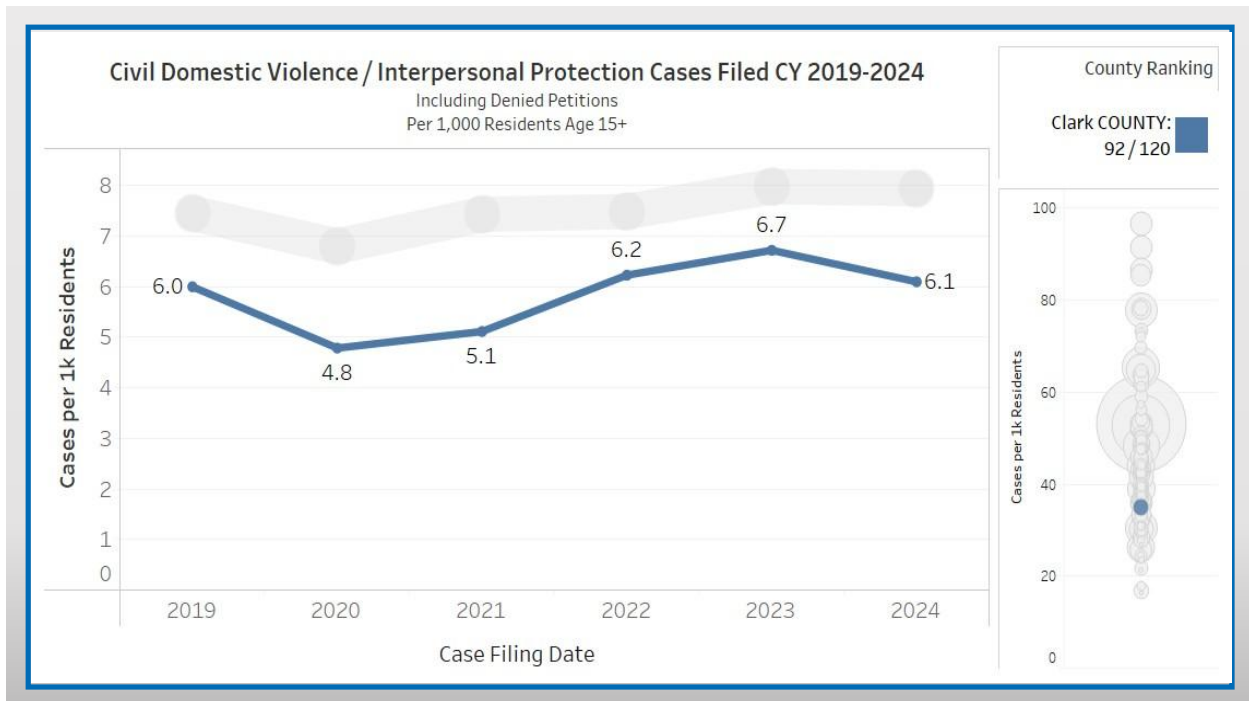


Figure 5. Rate of Granting Emergency and Temporary Protective Orders: CY 2019-2024

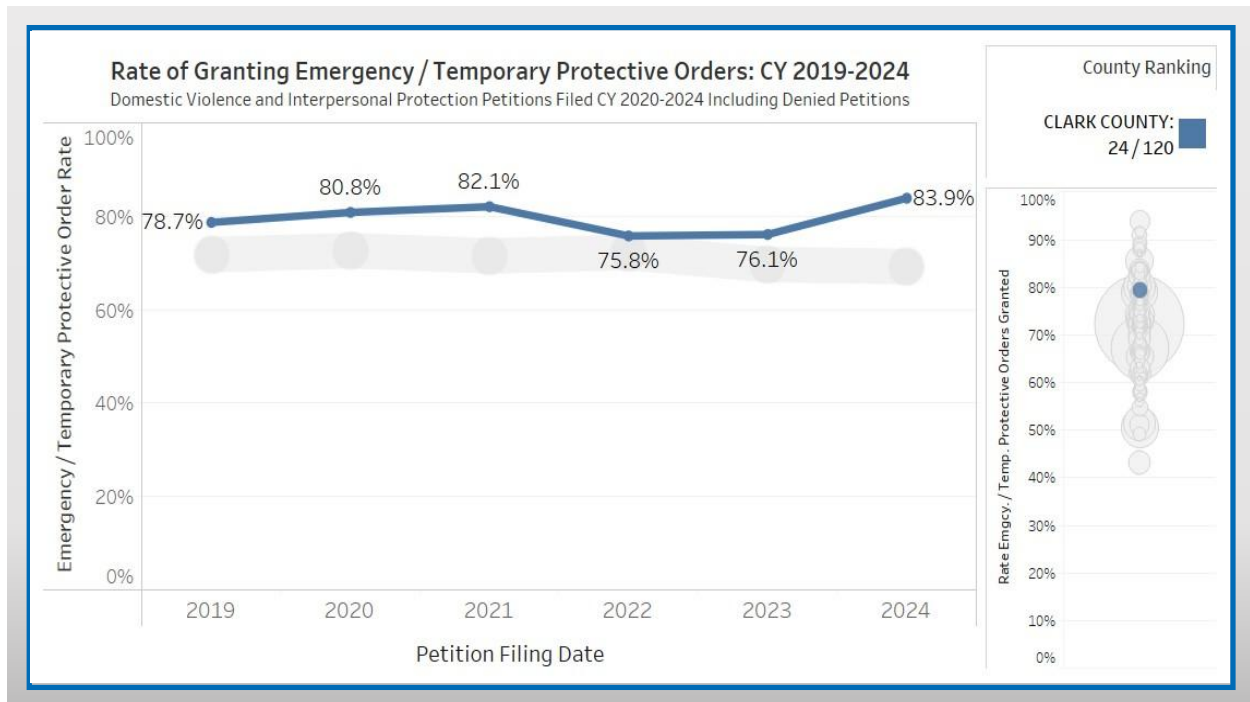


Figure 6. Court Designated Worker (CDW) Public Complaints Filed CY 2019-2024

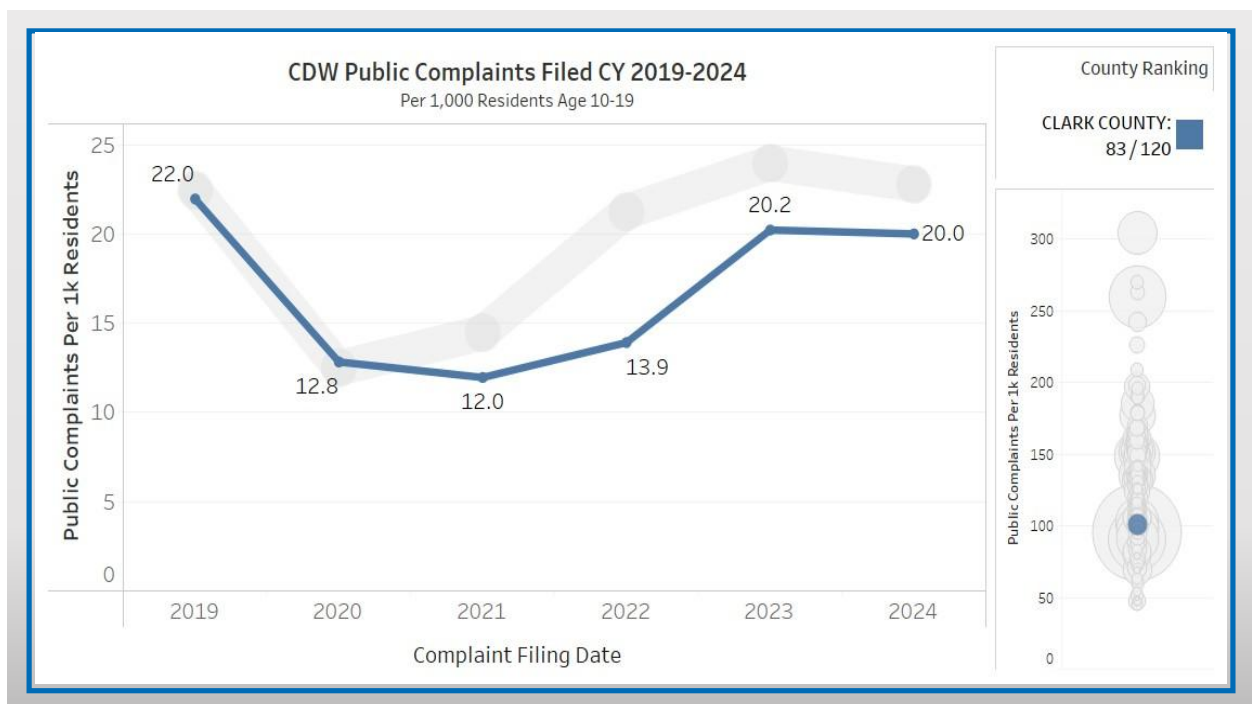


Figure 7. Court Designated Worker (CDW) Complaints Filed CY 2019-2024

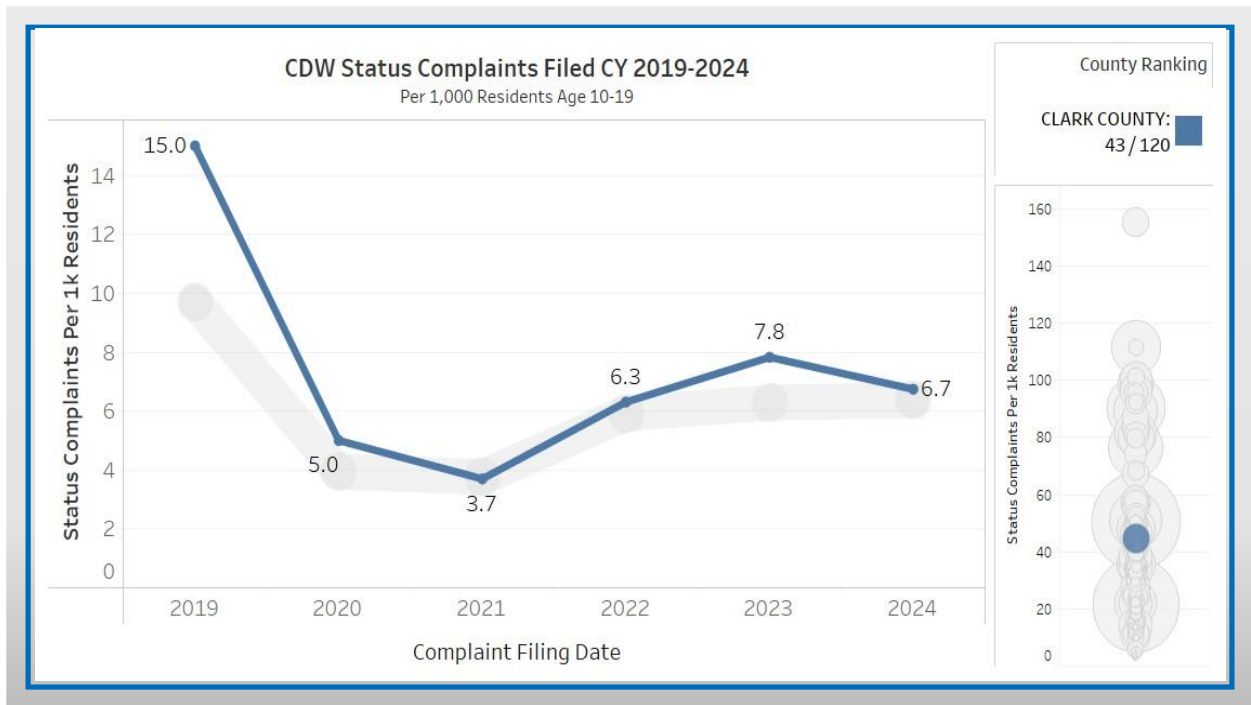


Figure 8. Court Designated Worker Complaints Detention Rate CY 2019-2024

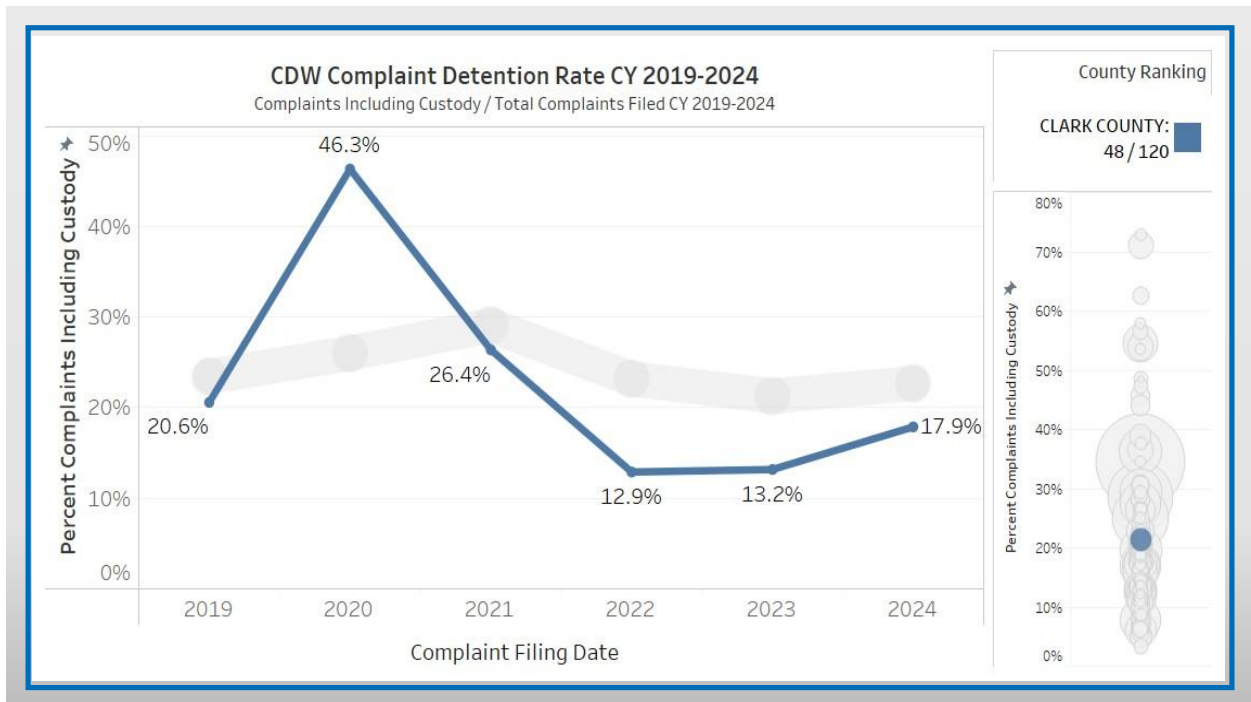


Figure 9. Court Designated Worker (CDW) Court Referral Rate CY 2019-2024

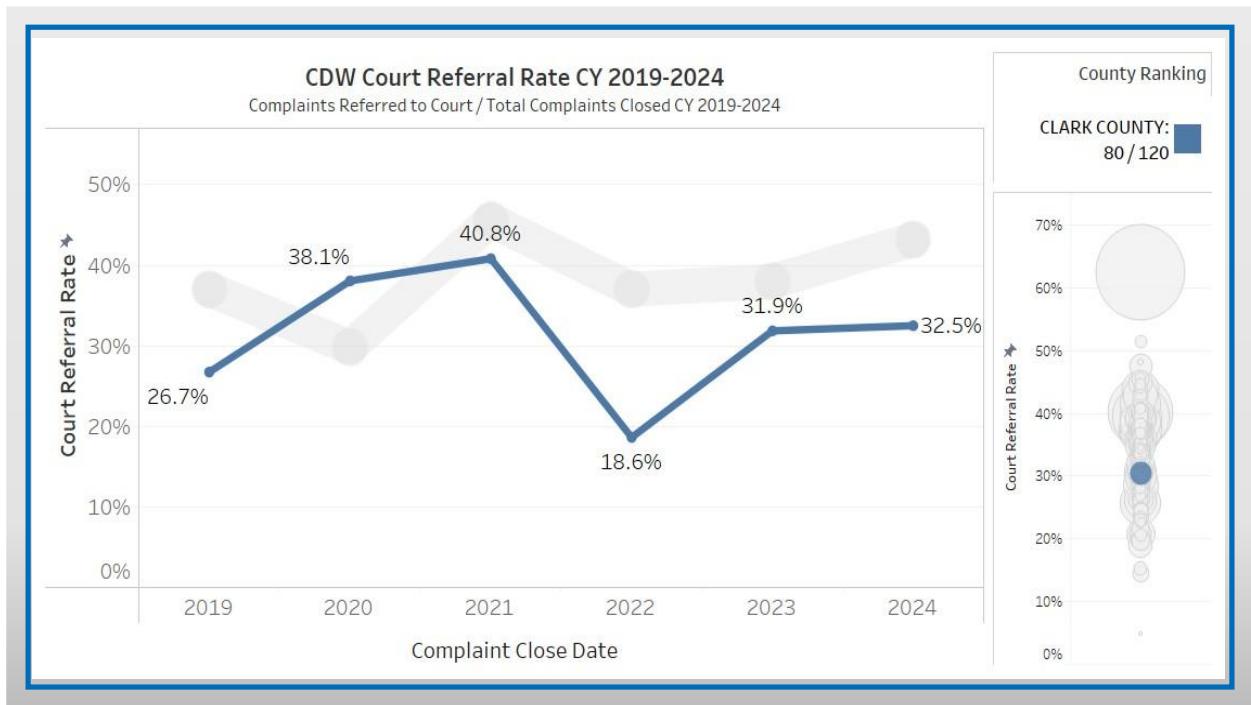


Figure 10. Involuntary Commitment Cases Filed CY (2019-2024)

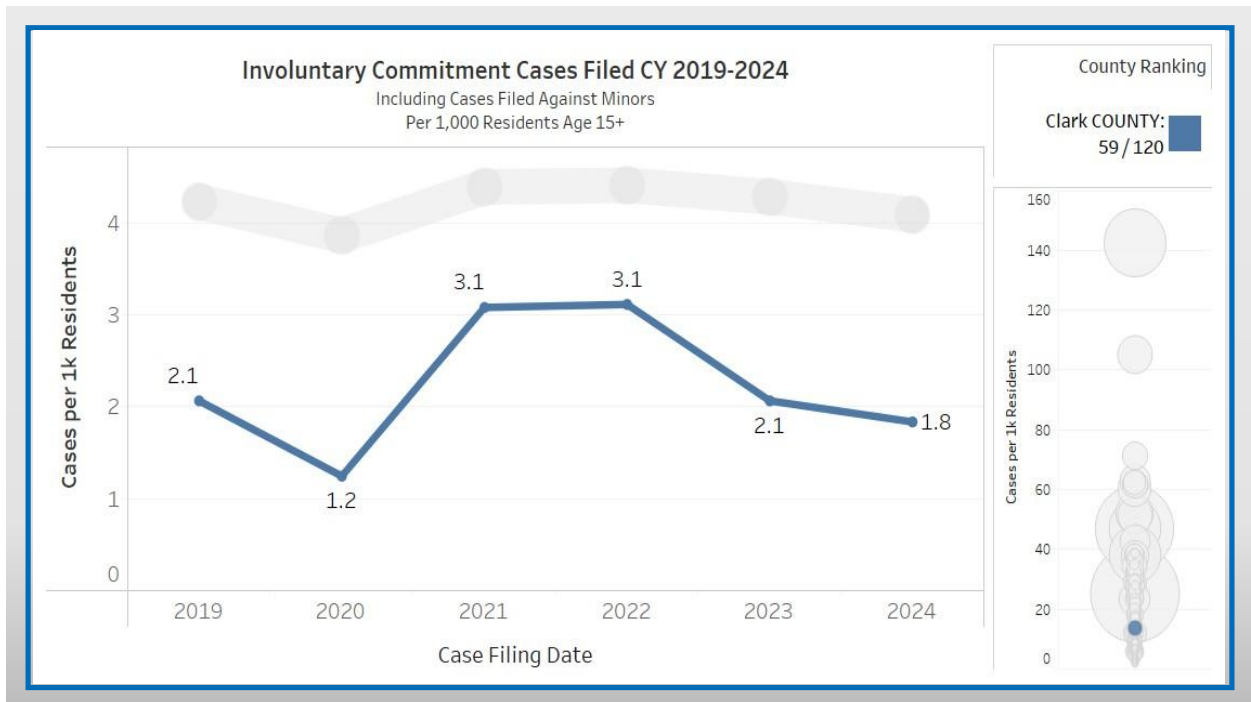


Figure 11. Forcible Detainer Cases Disposed CY 2019-2024

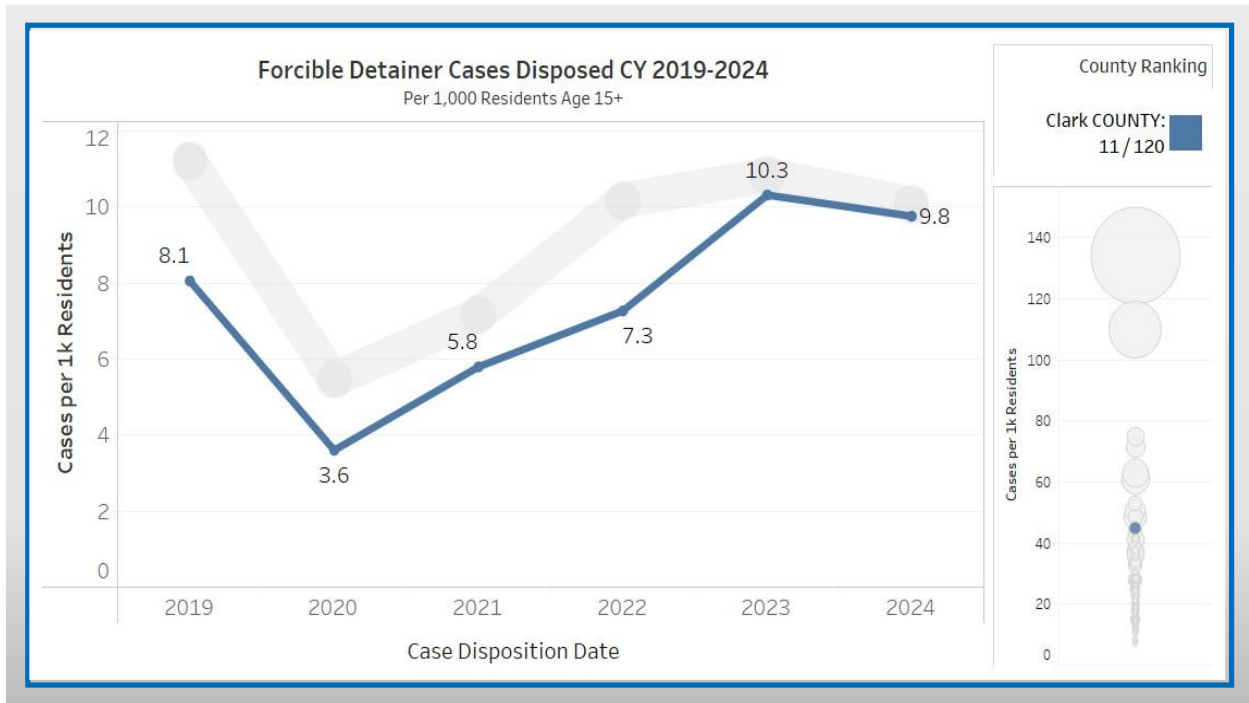


Figure 12. District Criminal Cases Filed CY 2019-2024

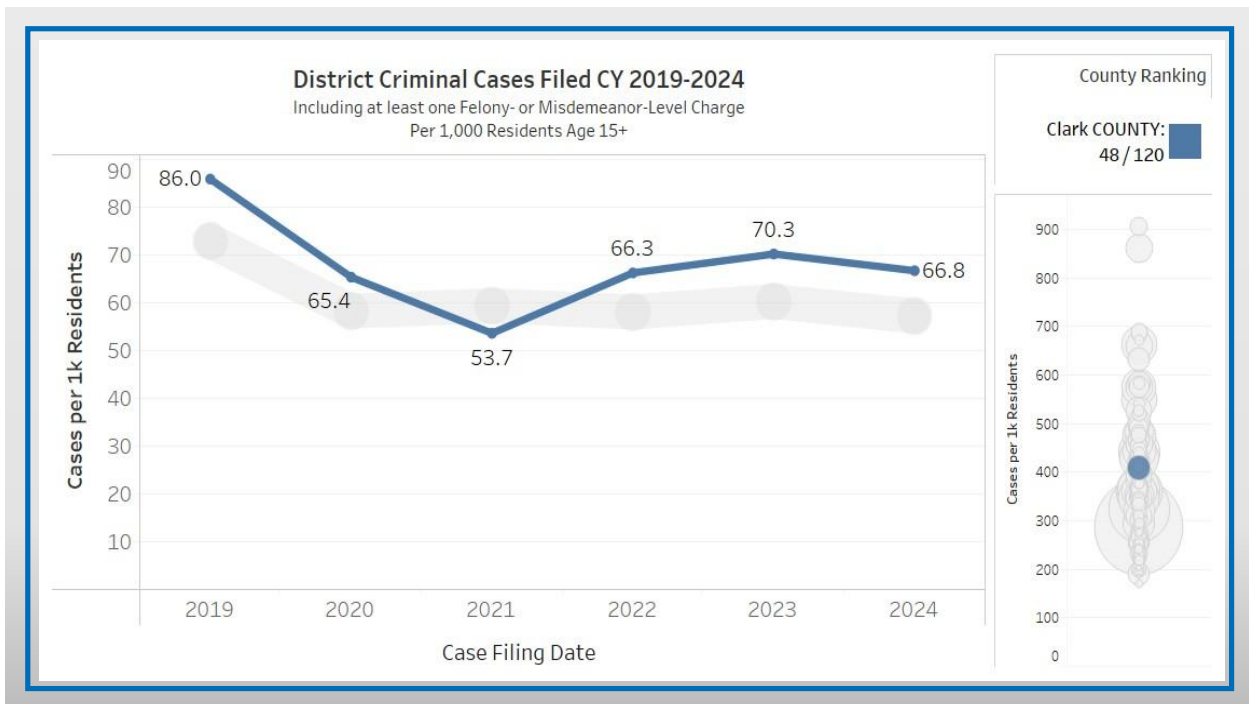


Figure 13. Circuit Criminal Cases Filed CY 2019-2024

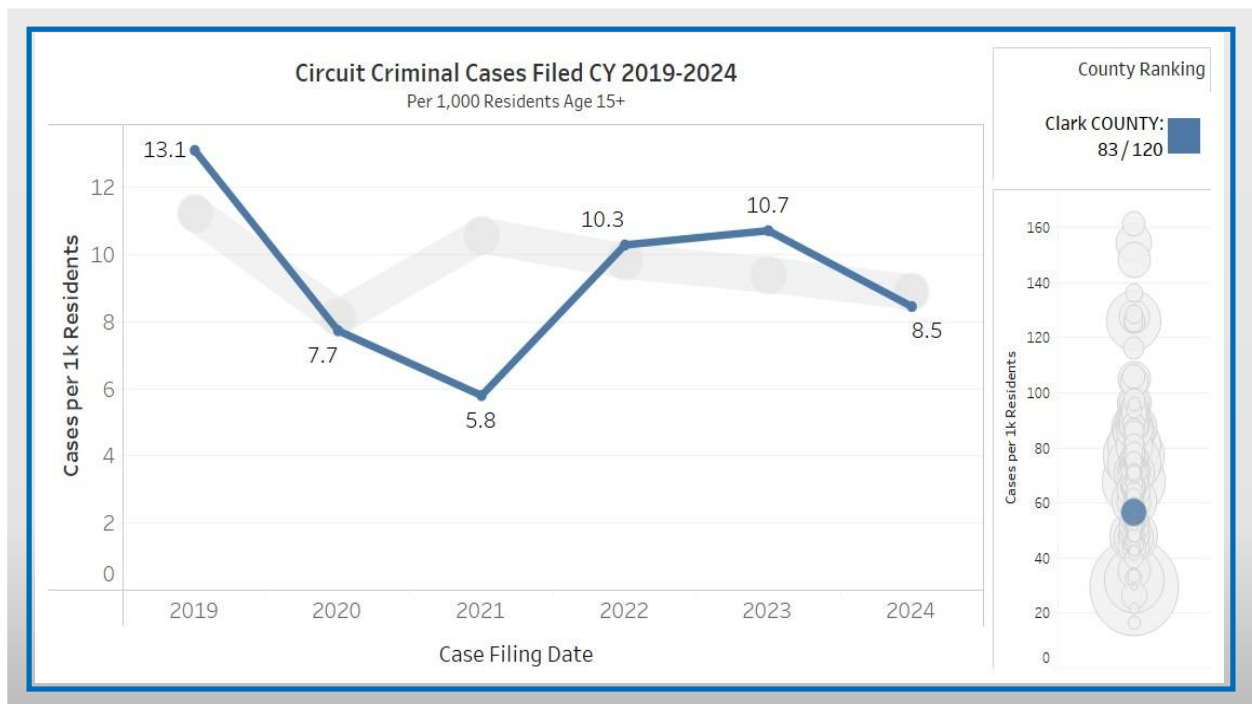


Figure 14. Child Welfare: Percentage of Children that Reentered Out of Home Care

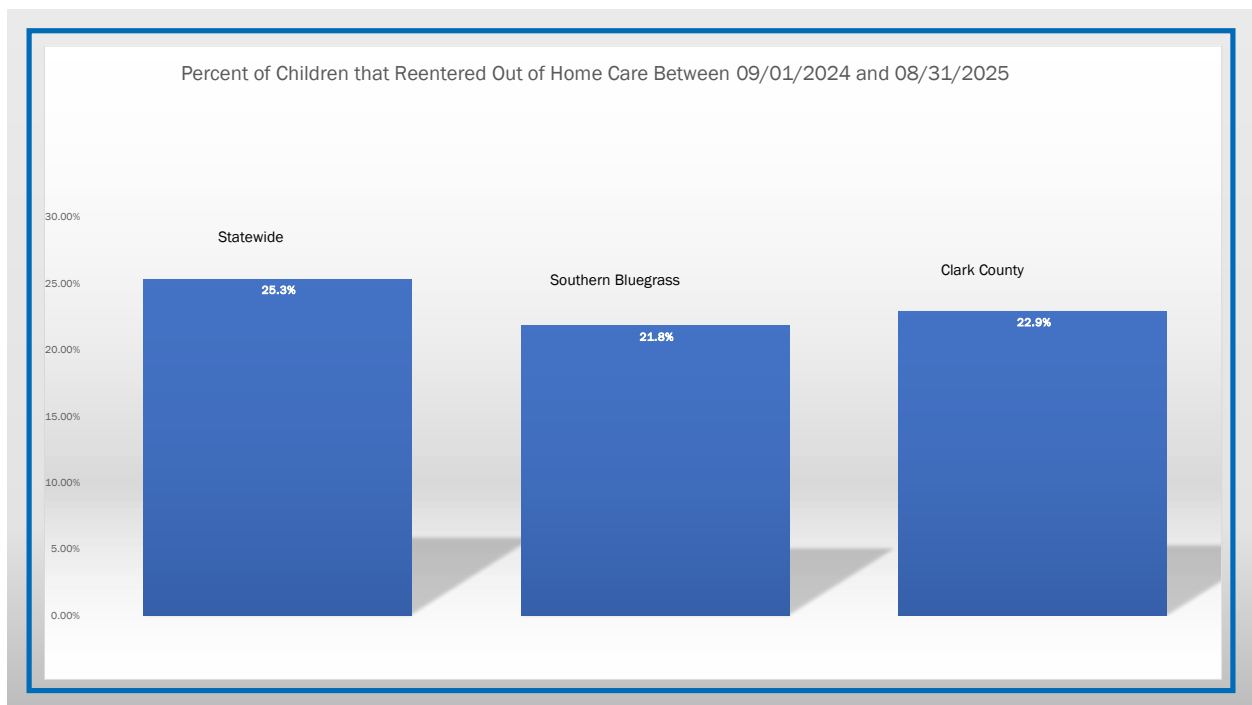


Figure 15. Child Welfare: Percentage of Children that Exited Out of Home Care

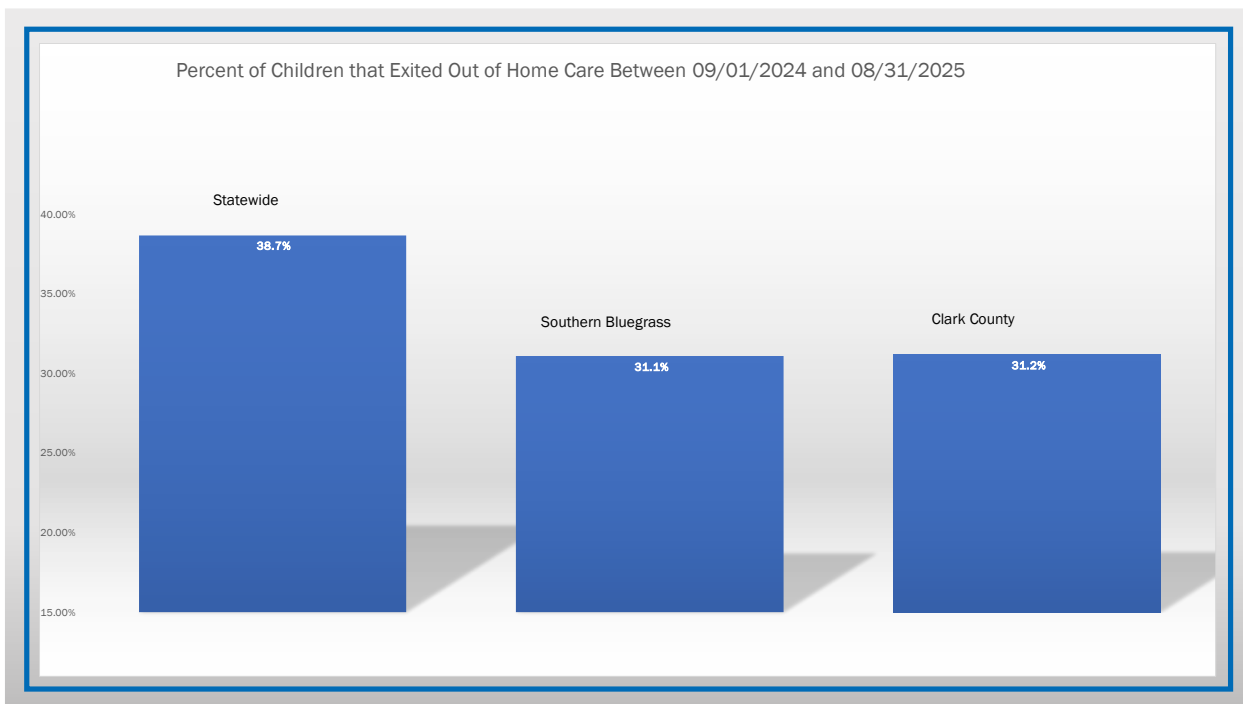
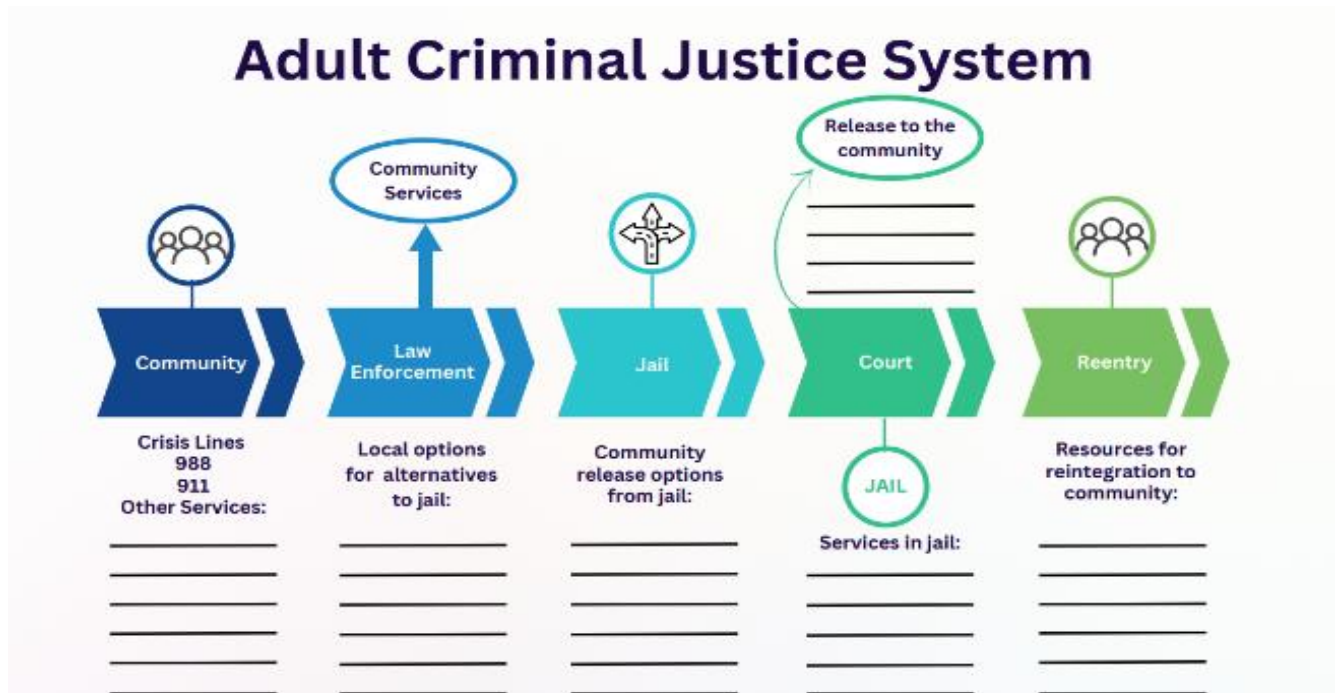


Figure 16. Clark County Kentucky Court of Justice Statistics Report CY 2019-2024

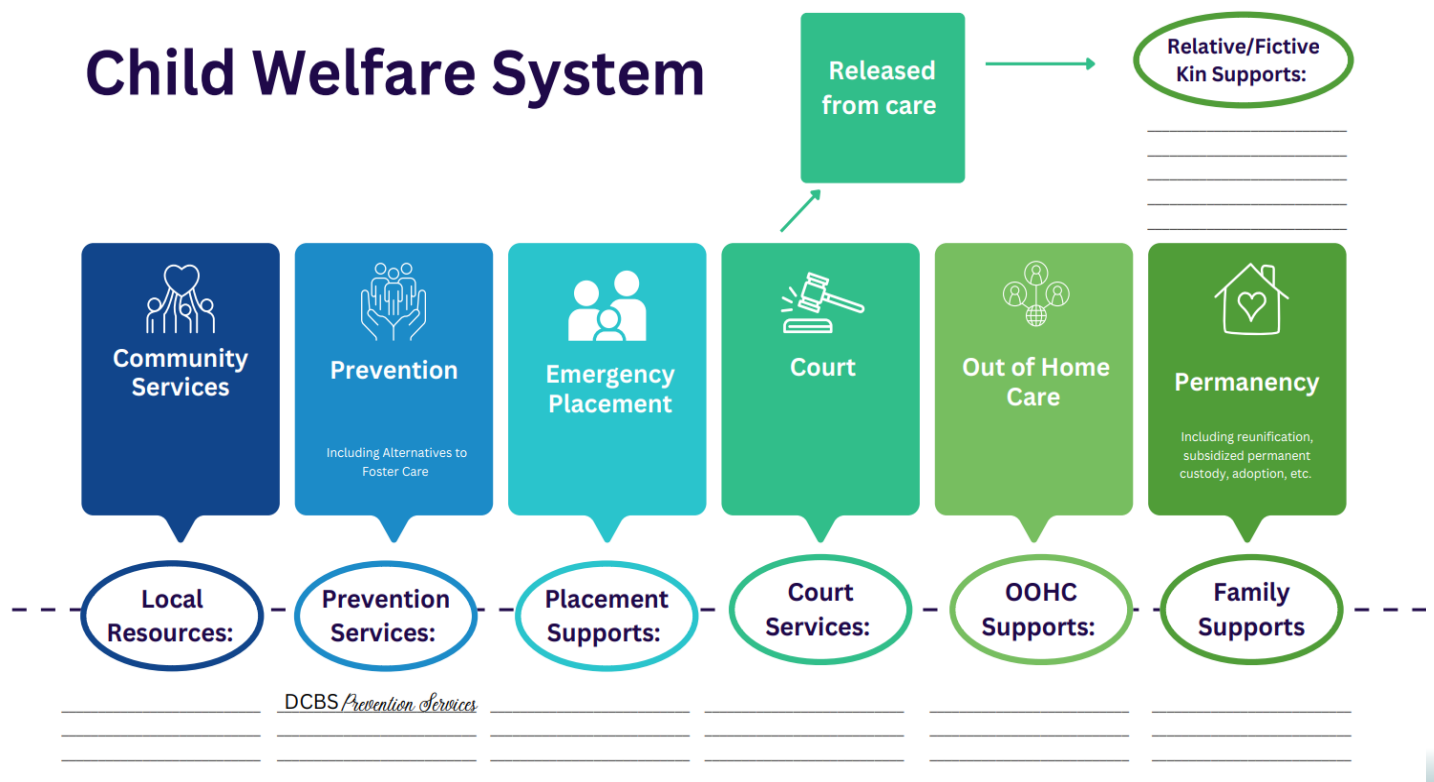
The full statistical report for the Clark County Community Mapping Workshop, compiled by the Kentucky Administrative Office of the Courts, Division of Analytics and Research, can be accessed by following the QR code below.



APPENDIX F Adult Criminal Justice Process Map



APPENDIX G Child Welfare Process Map



APPENDIX H Juvenile Justice Process Map

Juvenile Justice System

Community Services  Crisis Response: <u>911/988</u> _____ _____ _____ _____	Schools  School Resources/Responses: _____ _____ _____ _____	Law Enforcement  Release Options : _____ _____ _____ _____	 Court Designated Worker Resources: <u>FAIR Team</u> _____ _____ _____ _____
 Reentry Programs/Supports for Youth Reentering: _____ _____ _____ _____	 DJJ/Detention Services/Alternatives to Detention: _____ _____ _____ _____	 Court Options for Courts: _____ _____ _____ _____	 County Attorney CA Options: _____ _____ _____ _____

APPENDIX I Action Plan: Expanding Crisis Response

Clark County Expanding Crisis Response Action Plan	
Lead Name	Valerie Holbert
Team Members	Chase Powell Christine Jett Debbie Hall Honorable Cole Maier Kristan Romans Michael Stanisz Eric Webb Ron Kibbey Brenda Harrington Valerie Holbert Sheila Brown Rita Smallwood Julie Horen-Easley
Next Meeting Date	TBD (Doodle poll will be sent to team members)
Next Meeting Time	TBD (By end of 2025)
Location/Platform	Virtual (Hybrid if space is available)

Objective Statement:	Develop a well-informed community crisis team or initiative that effectively connects a client to proper community services.
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Action Steps	Responsible Party	Timeframe
Task 1: ➤ Build upon Clark County's current resource guide to ensure it is up to date and accurate by using a QR code so that information can be accessed digitally but also printed	All group members	TBD
Task 2: ➤ Develop a poster size version of the guide to hang in various public places in Clark County. If possible, print other resources like magnets to hand out at community events	All group members	TBD
Task 3: ➤ Ensure the guide is not above an 8 th grade reading level and the messaging is clear by having	JMHC	TBD

the treatment and access groups at the JMHC review and give feedback		
Task 4: ➤ Educate first responders and the community on the available crisis resources	TBD	TBD

Parking Lot:
Identify barriers to service with first responders and law enforcement
Make sure we can educate the community members that do not touch the court systems
Identify barriers to crisis service for individuals who have never experienced a crisis before

Who Else Needs to Be Included:	Responsible Party
Law enforcement	Kristen Romans
New Vista's Mobile Crisis Unit	Eric Webb
First Responders (EMT, Fire Department, ETC)	Valerie Holbert and Sheila Brown
Clerk's Office	Rita Smallwood

APPENDIX J Action Plan: Transitional Housing

Clark County Transitional Housing Action Plan

Lead Name	Cody Angel
Team Members	Cody Angel Scott Seitz Gwendolyn Williams
Next Meeting Date	February 6, 2026
Next Meeting Time	TBD
Location/Platform	Hybrid: via Zoom or Teams In-Person: 138 Professional Ave, Winchester KY

Objective Statement:	Identify stable, transitional living for single males and females that may be reentering society from a structured institute
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Action Steps	Responsible Party	Timeframe
Task 1: ➤ Turn in letters of support from trusted community partners for the Clark County Community Services Empowerment Program grant by Friday 12-19-25.	Cody Angel	By 12/19/2025 (3 days)
Task 2: ➤ Await the grant decision by April 2026	All group members	By April 2026 (5 months)
Task 3: ➤ Build support team with others that may be able to partner for another opportunity if grant falls through	All group members	Ongoing

Parking Lot:

Having an ombudsman agency for housing would be beneficial to ensure fair treatment of tenants, as there are concerns for predatory providers in the housing industry

Having a database for all services a person may be receiving to eliminate the need of going from provider to provider and cut down on Release of Information requests

Who Else Needs to Be Included:	Responsible Party
Heidi Engle	Cody Angel
Jim Jefferies	Cody Angel
Ky River Foothills	Cody Angel
Faith based leaders	Cody Angel

APPENDIX K Action Plan: Transportation Access

Clark County Transportation Access

Lead Name	Janetta Cunnigan
Team Members	Shannon Holland Charlie Thomas Honorable David Ward Victoria Fuqua
Next Meeting Date	January 21, 2026
Next Meeting Time	4:00 PM
Location/Platform	Virtual: via Teams

Objective Statement:	Develop transportation opportunities for specialty court participants to increase compliant with court attendance and drug testing.
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Action Steps	Responsible Party	Timeframe
Task 1: ➤ Contact County Judge Executive	Honorable David Ward	Before 1/21/2026
Task 2: ➤ Contact Kentucky Foothills to discuss increasing hours of availability	Victoria Fuqua	Before 1/21/2026
Task 3: ➤ Contact taxi service	Janetta Cunnigan	Before 1/21/2026

Parking Lot:
Possible funding sources include local groups and organizations

Who Else Needs to Be Included:	Responsible Party
Behavioral health agencies (New Vista, Mt. Comprehensive Care)	Victoria Fuqua
Cody Angel	Janetta Cunnigan
Jessica Rose	Janetta Cunnigan



Kentucky Judicial Commission on Mental Health

<http://kcoj.info/KJCMH>