



COMMUNITY MAPPING WORKSHOP

LINCOLN COUNTY

SEPTEMBER 5, 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.

We sincerely thank the Kentucky Administrative Office of the Courts (AOC), specifically the Office of Statewide Programs, Department of Family and Juvenile Services, Department of Pretrial Services, and Department of Specialty Courts, for their leadership, collaboration, and commitment to sustaining Community Mapping for Kentucky courts and their communities. This work would not be possible without the dedicated staff of the AOC, whose coordination, expertise, and support ensure the success of the Community Mapping Workshops.

Additionally, we extend our heartfelt appreciation to the Honorable Teresa Whitaker, Honorable Eddy Montgomery, Honorable Bill Oliver, and Honorable Janet Booth, as well as to Family Court Judges, Honorable Marcus Vanover and Honorable Jane Adams Venters, who served as the lead judges for the event.

We also extend our sincere appreciation to Volunteers of America Mid-States and New Vista for providing catering for attendees and to the Lincoln Judge Executive's office 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.



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Introduction

On September 5, 2025, representatives from Lincoln County participated in a Community Mapping Workshop in Stanford, Kentucky. The event was facilitated by Indica Meeks, Behavioral Health Liaison with the Office of Statewide Programs, and Miranda Baker, Regional Supervisor with the Department of Pretrial Services, both with the Administrative Office of the Courts (AOC). A total of 52 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 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.

"I have participated in several of these mapping sessions over the last few years, and every time I come away impressed. Lincoln County has a wealth of resources and people willing to help. This mapping session has allowed us to better identify what was there already, how to spread the word and better use what we have, and people willing to sit down and come up with solutions to fill the gaps. Every community can benefit from doing mapping and I'm grateful that Lincoln had the opportunity."

- Honorable Marcus Vanover
Chief Circuit Judge
Family Court
28th Judicial Circuit, Division 3

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 five areas:

1. What resources are available to the entire community?

This area includes all resources, services, and supports available to the entire community. It is grounded in the social determinants of health, which refer to community factors linked to improved health outcomes and overall quality of life.

2. What resources target protective and preventive risk factors?

This area focuses on programs and services aimed at reducing risk factors for adverse outcomes, such as abuse or neglect, criminal behavior, or substance use. Key resources include screening and assessment, mental health and substance use treatment, cognitive behavioral therapy, trauma-informed care, housing assistance, and support for new and young parents.

3. 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.

4. 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.

5. 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.

Lincoln County Community Mapping Workshop

The Lincoln County Community Mapping Workshop followed a structured progression designed to build shared understanding, highlight priorities, and lay the foundation for actionable collaboration. The morning opened with welcoming remarks and an overview of the SIM, the Upstream framework, and the day's mapping objectives. Facilitators shared relevant data to ground participants in the current landscape of services and justice system interaction.

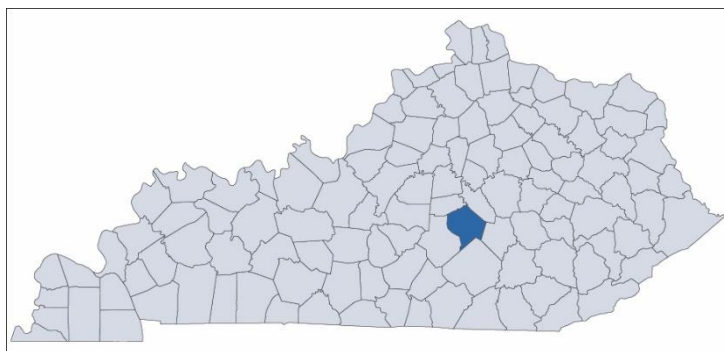
Throughout the morning, attendees identified system entry points, described available supports, and examined how individuals and families engage with the child welfare and justice systems. These discussions helped illuminate both existing strengths and areas for improvement. Process maps can be found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

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 Lincoln County

During a Community Mapping Workshop, available data is used to help participants develop a shared understanding of their community, its needs, and how individuals interact with the justice system. By reviewing and discussing this information collectively, communities can identify gaps, test assumptions, recognize strengths, and highlight challenges. For this workshop, facilitators presented data from publicly available sources, including reports provided by the AOC Division of Analytics and Research. The entire data package 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 Lincoln County but serves as a foundational point based on the collaborative efforts of this mapping session.

“The community mapping process will help our community more thoroughly address an individual’s mental health needs with existing community partners while avoiding duplication and unnecessary delay, resulting in better outcomes.”

- Honorable Janet Booth
Chief Regional District Judge
13th Judicial District Division 2

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
Adult Protective Services (APS) – Investigates reports of abuse, neglect, or exploitation of vulnerable adults and connects them to protective services and supports
All God's Children – Provides residential treatment, foster care, and therapeutic services for children and youth with emotional and behavioral challenges
Appalachian Research and Defense Fund of Kentucky (AppalReD Legal Aid) – Offers free civil legal assistance for low-income individuals and families, focusing on housing, family law, and public benefits
Big Brothers Big Sisters of the Bluegrass – Mentorship organization connecting youth with positive adult role models to promote personal growth and academic success
Bluegrass Community Action Partnership – Provides community-based services such as housing assistance, transportation, utility support, senior programs, and early childhood education
Cabinet for Health and Family Services – Department for Community Based Services (DCBS) – Administers child and adult protection, foster care, family support, and benefits programs
Catholic Charities – Offers counseling, emergency financial aid, refugee and immigration services, and disaster response
Children and Family Counseling Association – Provides family therapy, child counseling, and behavioral health support for families in crisis
Clarity Behavioral Health – Offers outpatient behavioral health and substance use treatment services for individuals and families
Community Collaboration for Children (CCC) – Preventive family support program that provides case management and education to reduce child abuse and neglect
Crisis Response Team (Boyle County) – Multidisciplinary team that responds to behavioral health crises and connects individuals to treatment and recovery supports
Family Resource and Youth Services Centers (FRYSCs) – School-based centers supporting students and families with basic needs, academic barriers, and access to community resources
Food Bank – Provides food distribution and may host community clothing drives or seasonal resource events
Goodwill Industries of Kentucky – Offers employment training, reentry programs, career coaching, and second-chance employment through tier-based support models and partnerships like the Last Mile to Work program

Haven Care Center – Provides pregnancy testing, prenatal education, and material support for expecting individuals and new parents
Helping Hands Family Resource Center – Assists families with school-aged children in meeting basic needs and connecting to community resources
Hooves for Hope – Equine-assisted therapy program promoting emotional regulation, confidence, and healing for youth and adults
Housing Authority – Offers affordable housing, rental assistance, and veteran priority programs; actively working on local homeless initiatives
Kentucky Association of Sexual Assault Programs (KASAP) – The statewide coalition of Kentucky’s 13 rape crisis centers, providing advocacy, prevention, education, and policy guidance on sexual violence
Kentucky Career Center (KCC) – Provides job training, reentry programs, education and trade opportunities, and workforce development support for individuals aged 18–24 and adults
Kentucky Office of Adult Education – Provides free educational programs to help adults earn a GED, improve literacy, and access postsecondary and workforce opportunities
KVC – Offers in-home and community-based behavioral health services for children and families
UNITE – Funds prevention, treatment, and recovery initiatives; coordinates community coalitions and call center support
Lincoln County Board of Education – Governing body overseeing county public schools and educational programs
Lincoln County Child Council (Lincoln/Garrard) – Local collaboration promoting child well-being and community-based family supports
Lincoln County Extension Office – Provides community education through the University of Kentucky Cooperative Extension Service, including youth programs, agriculture, and health education
Lincoln County Health Department – Offers public health services, harm reduction programs, HANDS home visitation, vaccination, and community education
Lincoln County Parks and Recreation Department – Oversees community recreation programs, youth sports, and public park spaces
Lincoln County School System – Local public school district providing education and student support services
National Suicide and Crisis Lifeline (988) – 24/7 hotline connecting individuals in crisis with trained mental health professionals for immediate support
New Vista – Community Mental Health Center providing behavioral health, substance use, crisis, and developmental disability services across central Kentucky
Office of Adult Education (Kentucky Skills U) – Provides adult education and literacy programs, GED preparation, and workforce readiness resources across Kentucky

Opioid Abatement Advisory Commission (Funding Program) – Allocates state and local settlement funds to prevention, treatment, and recovery initiatives addressing substance use

Quest Counseling – Provides outpatient behavioral health services, domestic violence programs, and Batterer’s Intervention Program (BIP) services

School Resource Officers (SROs) – Law enforcement officers stationed in schools to promote safety, build relationships, and connect students to support services

Senior Citizens Center – Offers programming, meals, transportation, and social opportunities for older adults

Stanford City Council – Local government body responsible for community development, policy-making, and civic engagement within Stanford

The Nest – Center for Women, Children & Families – Provides counseling, parenting support, emergency assistance, and domestic violence services

United Way 211 – Free 24/7 referral hotline connecting individuals to local resources, including housing, food, and behavioral health services

UNITE (Operation UNITE) – Works across prevention, treatment, recovery, and community engagement to address substance use and promote resilience

University of Kentucky EmPATH Unit (Emergency Psychiatric Assessment, Treatment, and Healing) Unit- Provides immediate, short-term psychiatric care for individuals experiencing a mental health crisis. Primary focus on stabilization, assessment, and connection to follow-up services, helping reduce unnecessary inpatient admissions and supporting individuals’ safe return to the community.

Veterans Affairs (VA) – Provides healthcare, behavioral health, employment services, and food distribution, including virtual and in-person access for veterans

Veterans Justice Outreach (VJO) – Connects justice-involved veterans with treatment and reintegration supports, including VA services and case management

Volunteers of America Mid-States (VOA) – Provides behavioral health, recovery, reentry, and peer-led services; operates donation-based programs and community centers; participates in local roundtables and supports law enforcement partnerships

Youth Service Centers (YSCs) – School-based programs supporting middle and high school students by addressing non-academic barriers and promoting success

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
Address Section 8 housing waitlists to improve access to stable housing for individuals and families
Community access guide to improve understanding of available services and resources, including where to start for families, individuals in crisis, and those in recovery
Creation of a community coalition to coordinate communication efforts, increase awareness of resources and services, and help reduce stigma around behavioral health and recovery
Development of or access to a Quick Response Team (QRT) to provide immediate follow-up and support for individuals following crisis or overdose situations
Educational efforts to reduce stigma and community reluctance to discuss or seek help for mental health and substance use concerns
Evaluate transportation options for residents in rural areas to increase access to behavioral health services, employment, and essential supports
Evaluate ways to reduce wait times for KVC services to ensure timely access to care for children and families
Expand childcare options, including after-hours care, to support working families and individuals participating in treatment or court programs
Housing access for individuals experiencing homelessness who are not justice-involved, including safe and affordable options
Increase availability of safe and affordable housing to promote long-term stability and community reintegration
Increase recruitment and support for CASA volunteers to strengthen advocacy for children and youth involved in the court system
Medical transportation education to clarify eligibility criteria and reduce barriers caused by restrictions or misunderstandings
Positive, prosocial activities for vulnerable populations to encourage connection, reduce isolation, and promote community engagement
Recovery supports for individuals not involved in the court system to expand access to treatment and peer recovery options

Safe spaces for youth to engage in prosocial activities, including exploration of funding, mentorship, and community partnerships

Services and educational opportunities for family strengthening, including parenting skills, communication, and conflict resolution training

Transportation access for the community as a whole to support attendance at behavioral health appointments, crisis services, and employment opportunities

Utilize well-attended community events to share information and raise awareness about available resources and supports

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

Alternative School – Provides individualized education and behavioral supports for students who require an alternative setting to achieve academic and personal success

Children's Advocacy Center of the Bluegrass (CAC) – Offers comprehensive services to children who have experienced abuse, including forensic interviews, medical exams, advocacy, and therapy in a trauma-informed setting

Court Appointed Special Advocates (CASA) – Trains and supports volunteers to advocate for the best interests of children involved in dependency, neglect, and abuse cases within the family court system

Court Designated Worker/Court Designated Specialist (CDW/CDS) Program –Processes juvenile complaints, conducts intake and assessments, and diverts eligible youth from formal court involvement through early intervention and service referrals

Eastern State Hospital – Provides forensic evaluations, competency-related services, inpatient psychiatric treatment, and care coordination for individuals with complex behavioral health needs

GreenHouse17 – Regional domestic violence program providing shelter, advocacy, and support services for women and children; access is referral-based and includes residential and outreach services

Kentucky State Police (KSP) – Statewide law enforcement agency responsible for criminal investigations, traffic enforcement, public safety education, and coordination with local justice partners
Lincoln County 911 Services – Emergency communications center that dispatches law enforcement, fire, and medical services and coordinates responses to community emergencies
Lincoln County Circuit Clerk’s Office – Manages court records, filings, and administrative support for Circuit and District Courts; also handles driver licensing and jury services
Lincoln County Sheriff’s Department – Provides law enforcement services including patrol, court security, warrant service, and detention transport within Lincoln County
NetRecovery – Short-term medical withdrawal management program providing supervised detoxification services for individuals experiencing active withdrawal symptoms from substances
Pretrial Services – Conducts risk assessments, monitors court-ordered conditions, and provides supervision and linkage to community resources for individuals awaiting trial.
Sexual Assault Resource Center of the Bluegrass (SARC) – A regional program under the Kentucky Association of Sexual Assault Programs (KASAP), offering 24/7 crisis response, advocacy, prevention education, and counseling for survivors of sexual violence.
Stanford City Police Department – Municipal law enforcement agency responsible for community safety, crime prevention, and public engagement within the city of Stanford.

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
24-hour access to crisis services to ensure timely response and support for individuals in need
Access to a local drug testing vendor to reduce barriers and instances of non-compliance
Access to local DUI education programs to minimize transportation barriers and improve compliance with court requirements
Access and transportation for youth to crisis services to ensure safety and timely intervention

Evaluate identification procedures for justice-involved veterans to ensure timely connection to appropriate services and supports
Evaluate strategies to build trust between systems and the community to reduce fear and address existing barriers of mistrust
Evaluate ways to help individuals identify needs and access available services earlier, including approaches that partners can take to support early engagement
Expand access to services for justice-involved veterans and their families through improved coordination and outreach
Expedited access to mental health evaluations to promote earlier intervention and appropriate care
Increased community knowledge of crisis services, including education on involuntary commitment criteria and available supports
Open discussions and increased collaboration with providers to bring services to local communities regularly, reducing the need for individuals to travel for access
Provide rights and process education presented in clear, straightforward language and steps to help justice-involved individuals and/or families understand what is occurring and why
Strengthen system navigation support to help community members understand available resources, points of contact, initial steps, and required documentation
Trauma-informed educational opportunities for professionals who engage at the initial point of contact, particularly those working with youth populations
Transportation assistance and access to support individuals in attending court-related requirements such as evaluations, screenings, appointments, or drug testing
Youth crisis services and evaluations to ensure immediate and developmentally appropriate responses for youth in crisis

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

Adult Protective Services (APS) – Investigates reports of abuse, neglect, or exploitation involving vulnerable adults, including individuals with intellectual or developmental disabilities (IDD); provides protective services and support coordination for court-involved adults

Alternative Sentencing Worker (ASW) – Operated through the Kentucky Department of Public Advocacy, ASWs assist courts by assessing defendants' treatment and supervision needs, identifying community-based alternatives to incarceration, and supporting recovery-focused sentencing plans

AppalReD Legal Aid – Provides free civil legal services to low-income individuals and families across Eastern and South-Central Kentucky, including assistance with housing, benefits, family law, and protective orders

Batterer Intervention Program (BIP) – Certified program providing court-ordered education and intervention services for individuals who have committed acts of domestic violence; serves both male and female participants

Coffee and Care (Support Group for Caregivers) – Local peer-based support group offering emotional support, resources, and education for caregivers of children, older adults, or other specialized populations

Court Appointed Special Advocates (CASA) – Trains and supports volunteers to advocate for the best interests of children in dependency, neglect, and abuse proceedings, ensuring their voices are heard in court decisions

Dating Violence Education – Provides individualized sessions focused on healthy relationship education, awareness, and prevention of dating violence among youth and young adults (court-ordered)

Department of Juvenile Justice (DJJ) – Oversees prevention, detention, treatment, and community-based services for youth involved in the juvenile justice system, promoting rehabilitation and successful reintegration

Family Recovery Court – A specialized family court docket serving families affected by substance use disorders, integrating treatment, judicial oversight, and case management to support family reunification and recovery

Guardian ad Litem (GAL) – Court-appointed attorney who represents the best interests of a child or legally incompetent adult in judicial proceedings involving abuse, neglect, or dependency

Health Department Collaboration with Protective Services (Kinship Support) – Partnership between local health departments and protective services that offers assistance, education, and resources to kinship caregivers and families involved in the child welfare system

Hooves of Hope – Equine-assisted therapy and mentoring program offering personal growth, leadership development, and emotional support services for youth and families

New Vista – Regional Community Mental Health Center providing comprehensive behavioral health, substance use, and developmental services for children, adults, and families across Central Kentucky

Probation and Parole (Department of Corrections) – Supervises individuals released from incarceration or serving community sentences; provides reentry support, compliance monitoring, and referrals to treatment or employment resources

Specialty Courts (Drug Court) – Court-supervised treatment programs designed for individuals with substance use disorders, combining judicial accountability, therapy, and support services to promote recovery and reduce recidivism

Tiny Tots – Early childhood education and development program supporting young children and their families through school readiness activities, family engagement, and developmental resources

Veterans Affairs (VA) – Provides a wide range of services to veterans including medical and behavioral health care, employment support, housing assistance, and access to benefits through local and regional VA offices.

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

Clear and accessible eligibility criteria and entry processes for court programs, outlined through defined steps

Enhanced understanding of court procedures through information presented in clear, straightforward language and steps

Expanded access to childcare options to support court-involved individuals in meeting court-related requirements

Improved cross-system coordination and communication to increase awareness and streamline processes among schools, courts, child welfare, and behavioral health services

Increased access to transportation resources to assist court-involved individuals in meeting court-related obligations

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
Bluegrass Community Action Partnership – Offers a variety of reentry and supportive services including transportation assistance, job readiness programs, and connections to housing and community resources for individuals returning from incarceration
Court Appointed Special Advocates (CASA) – Trains volunteers to advocate for the best interests of children involved in dependency, neglect, and abuse cases, supporting family reunification efforts and ensuring children’s voices are represented in court decisions
Department of Corrections (DOC) Reentry Councils – County- and region-based councils that coordinate local reentry efforts by connecting returning citizens with housing, employment, treatment, and community resources; promote collaboration between corrections, employers, and service providers
Family Resource and Youth Services Centers (FRYSC) – Located in schools, FRYSCs help families overcome barriers to learning and stability, assisting with reunification needs such as basic resources, parenting support, and service referrals for children and caregivers
Goodwill Industries of Kentucky – Provides comprehensive reentry and workforce development programs, including job training, education, career coaching, and fair-chance employment opportunities. Offers specialized reentry programs such as “Another Way” and “Last Mile to Work” to promote long-term stability
Probation and Parole (Department of Corrections) – Supports successful reintegration by connecting individuals to employment, education, housing, and treatment services while ensuring compliance with supervision requirements and fostering accountability and rehabilitation
Veterans Affairs (VA) – Provides reentry and transition services for justice-involved veterans, including case management, behavioral health care, employment and housing assistance, and Veterans Justice Outreach (VJO) coordination to support successful reintegration
Volunteers of America Mid-States (VOA) Reentry Services – Delivers individualized case management, workforce development, housing assistance, and recovery-based support for

adults returning to the community after incarceration; collaborates with justice partners and local employers to reduce recidivism

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
Awareness of services (post-release or after reunification) "What is available and how can someone access it"
Employment (Fair chance or second chance pathways)
Family counseling and support (to aid in stabilizing and sustaining reunification efforts)
Housing access (post-release to remove barriers that prevent access to safe and affordable housing)
Increased coordination and communication among invested partners (reduce fragmentation of service access and data or update sharing)
Recovery supports
Workforce training opportunities (e.g., cultural competency and trauma-informed approaches for professionals working with individuals returning to the community or being reunified)

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:

Board of Education
Carey McKinney (Region 3 Reentry Coordinator)
Chamber of Commerce - Aundrea Miller
Community Action
Community Collaboration for Children (KY River Foothills)
County Extension Office - Jody Paver
Ephraim McDowell
Guardian ad Litem Attorneys

Health Access Nurturing Development Services (HANDS)
Haven Care (Boyle and Lincoln)
Hooves for Hope (Equine therapy for juveniles and veterans)
KYNector
Orphan Care Alliance
Public Defenders
Spero Health - Stephanie Logan
Youth Services Center (middle and high school)

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 Lincoln County were access to safe and affordable housing, improving transportation access, and access to a community resource guide.

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](#) (Access to Safe and Affordable Housing), [Appendix J](#) (Resource Access), and [Appendix K](#) (Transportation Access).



Access to Safe and Affordable Housing

The Access to Safe and Affordable Housing subgroup is committed to expanding access to safe, affordable, and transitional housing for adults, youth, and families by raising awareness of homelessness-related barriers and reducing associated stigma.

Community Resource Guide

The Resource Access Subgroup is dedicated to enhancing service awareness, improving partner coordination, and expanding equitable access to resources across the community.

Transportation Access

The Transportation Access subgroup is focused on improving transportation access for community and justice-involved individuals and families by addressing mobility limitations,

reducing barriers, and supporting long-term stability and success. They seek to explore funding opportunities to help support this action plan.

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.

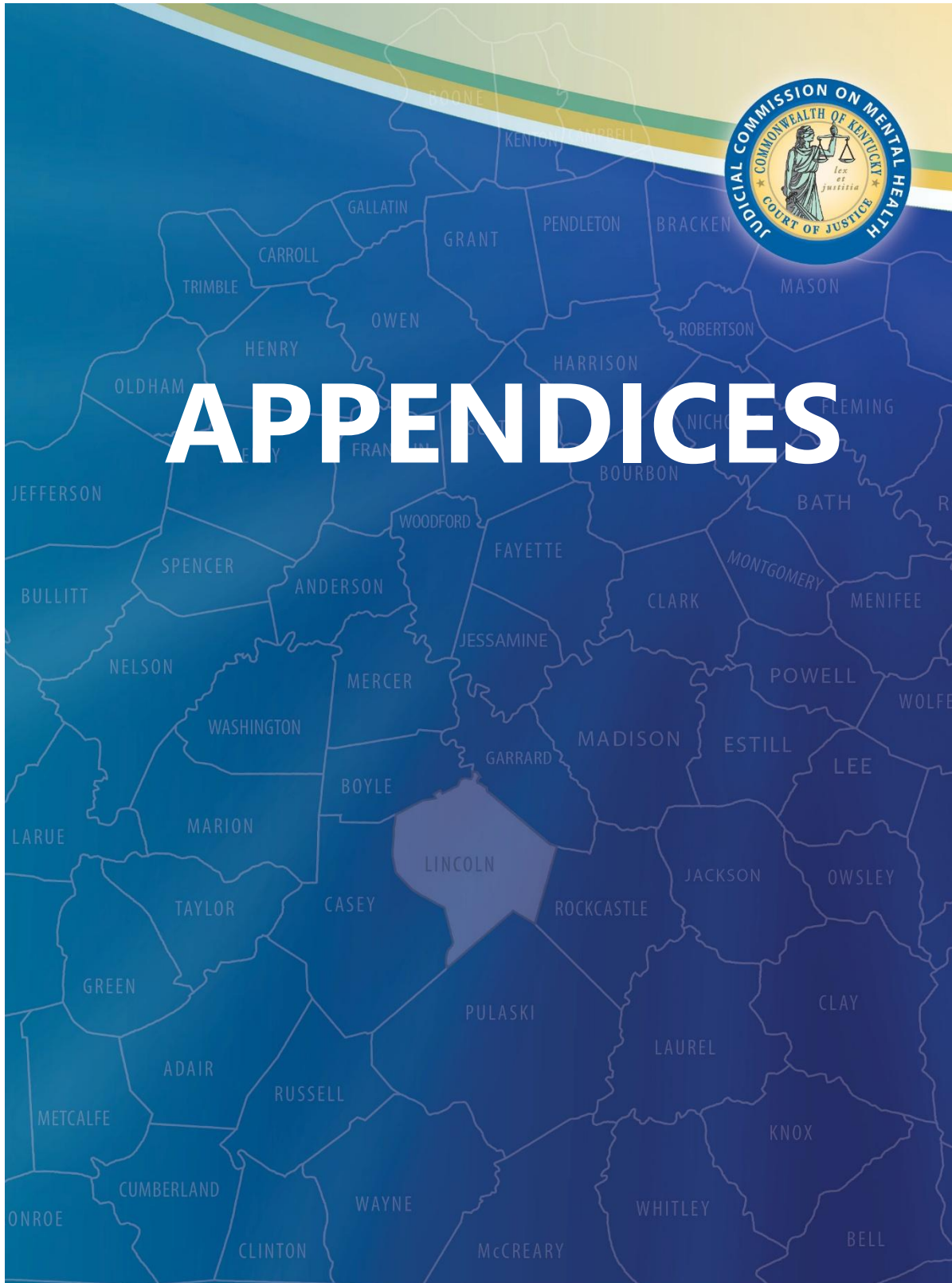
Community Mapping participants identified key system partners who were not present but whose expertise could help advance the priority areas (see page 18 of this report). As work progresses, it is crucial to engage these individuals and continually assess, “Who is missing?” When bringing in new partners, 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.



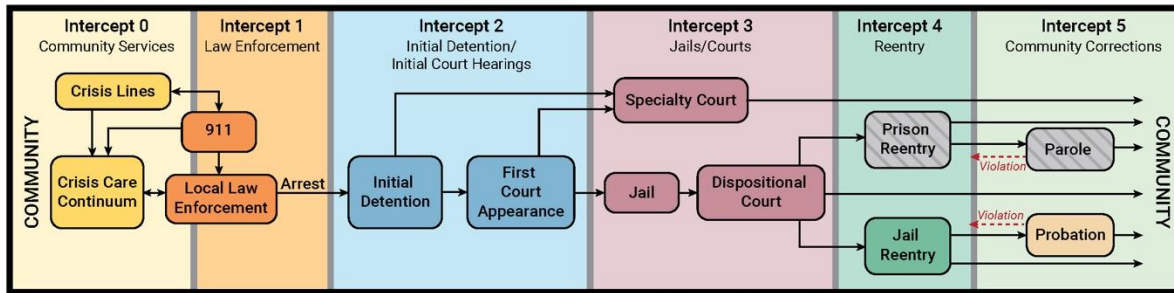
APPENDIX A Sequential Intercept Mapping (SIM)

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.

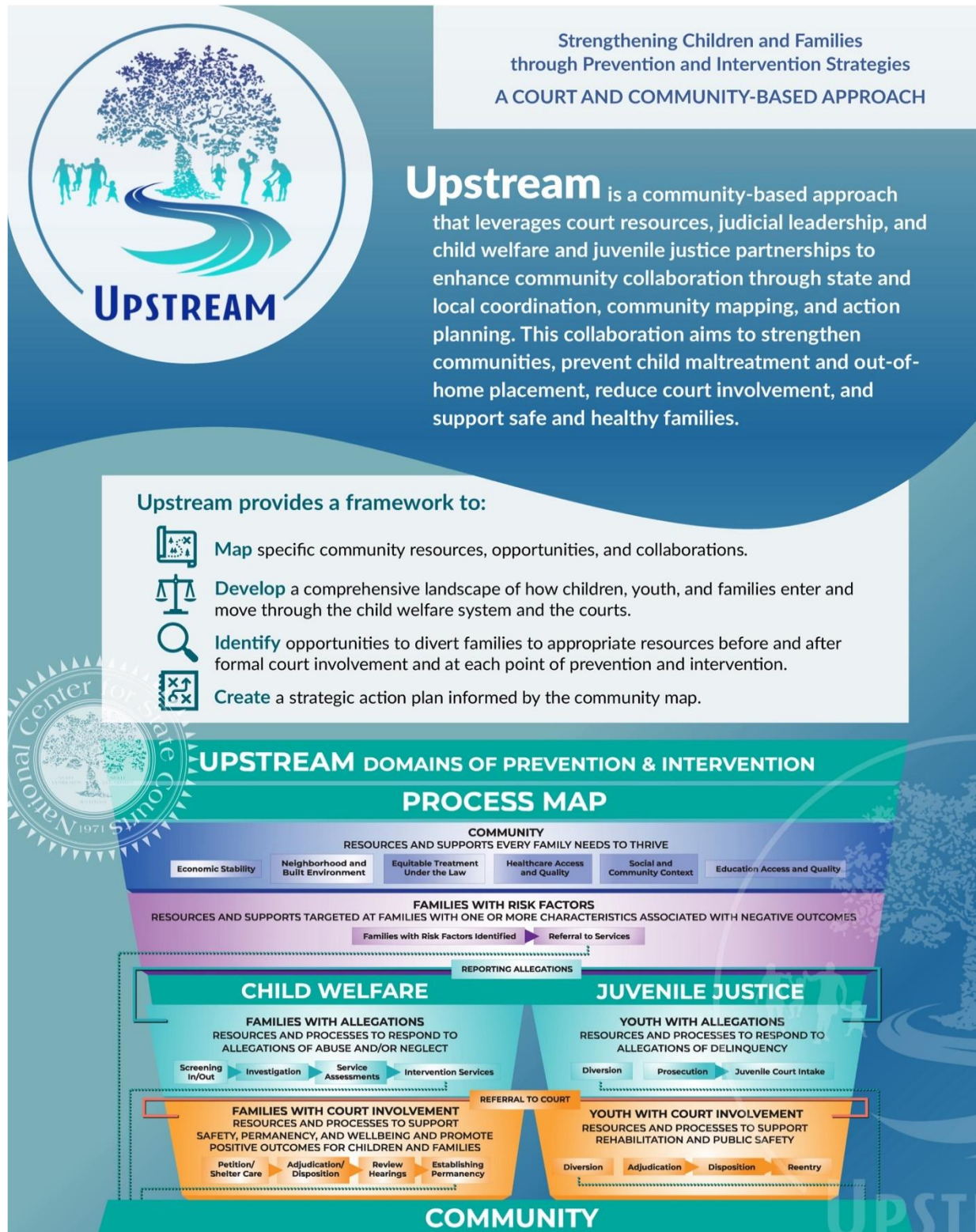
During the mapping process, the community stakeholders are introduced to evidence-based practices and emerging best practices from around the country. The culmination of the mapping process is the creation of a local strategic plan based on the gaps, resources, and priorities identified by community 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., Teller, K., Mulvey, E.P., DeMarte, D., & Schubert, 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, Subtitle B, Section 14021, codified as amended at 41 U.S.C. 3797aa, Title , Section 2991.
6. Aponso, D., Parker, T.W., Noether, C.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
Lincoln County
Agenda
Friday, September 5, 2025

Registration
Welcome and Opening Remarks <i>Honorable Marcus Vanover, Chief Family Court Judge, 28th Judicial Circuit, Division III</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
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 Janet Booth, Chief Regional District Judge, 13th Judicial District, Division II</i>
Post-Event Survey
Adjourn

APPENDIX D List of Attendees

Last Name	First Name	Agency
Adams	Woods	Lincoln County Fiscal Court
Atwood	Aaron	Quest Counseling
Baker	Miranda	Department of Pretrial Services
Barker	Kristina	Department of Specialty Courts
Best	Karen	New Vista
Bishop	Amber	Department of Specialty Courts
Black	Benjamin	Goodwill KY: Opportunity Center
Booth	Hon. Janet	Kentucky Court of Justice
Brown	Tyra	Kentucky Court of Justice
Carman	Lucinda	Volunteers of America Mid-States
Davis	April	Department of Community Based Services
Davis	Mary	Probation and Parole
Day	Daryl	Lincoln County Attorney
Doolin	Angelia	Kentucky Court of Justice
Dorman	Kelly	Department for Behavioral Health, Developmental, and Intellectual Disabilities
Duncan	Anna	New Vista
Elliott	Megan	Department of Community Based Services

Feese	James	Department of Pretrial Services
Felty	Hannah	Department of Community Based Services
Fibbe	Jessica	Lincoln County Health Department
Ford	Shaneukua	Department of Family and Juvenile Services
Fox	Patrick	Department for Behavioral Health, Developmental, and Intellectual Disabilities
Gay	Rita	Department of Family and Juvenile Services
Gooch	Alisha	Kentucky Career Center
Gutenson	Sheila	Kentucky Court of Justice
Harmon	Holly	Department of Community Based Services
Harvey	Melissa	Department of Juvenile Justice
Hines	Shawn	Lincoln County Sheriff's Department
Horton	Michelle	New Vista
Jannisch	Zoe	Court Intern
Jewellson	Erica	Department of Specialty Courts
Jones	Susan	Cabinet for Health and Family Services
Kincer	Robbie	Department of Specialty Courts
Macaluso	Maria	Kentucky Judicial Commission on Mental Health

Maddox	Andrea	Department of Family and Juvenile Services
Mayne	Maegan	Volunteers of America Mid-States
McClish	Timothy	Department of Pretrial Services
McKenzie	Emily	Kentucky Association of Sexual Assault Programs
Meeks	Indica	Office of Statewide Programs
Meer	Stephanie	Department of Family and Juvenile Services
Mitchell	Amanda	Lincoln County Health Department
Mueller	Kelley	Kentucky Court of Justice
Neff	Christy	Department of Pretrial Services
Oliver	Hon. Bill	Kentucky Court of Justice
Poynter	Mendy	Cabinet for Health and Family Services: Adult Protective Services
Reliford	Heather	Department of Pretrial Services
Reynolds	Alana	Office of Adult Education
Sanders	Janie	Helping Hands Family Resource Center
Tarter	Emily	Kentucky Court of Justice
Vanover	Hon. Marcus	Kentucky Court of Justice
Vasquez	Kathy	Veterans Affairs
Wilson	Keli	Department of Specialty Courts

APPENDIX E Data

Figure 1. Rate Detained Without Posting Bail: CY 2019-2024

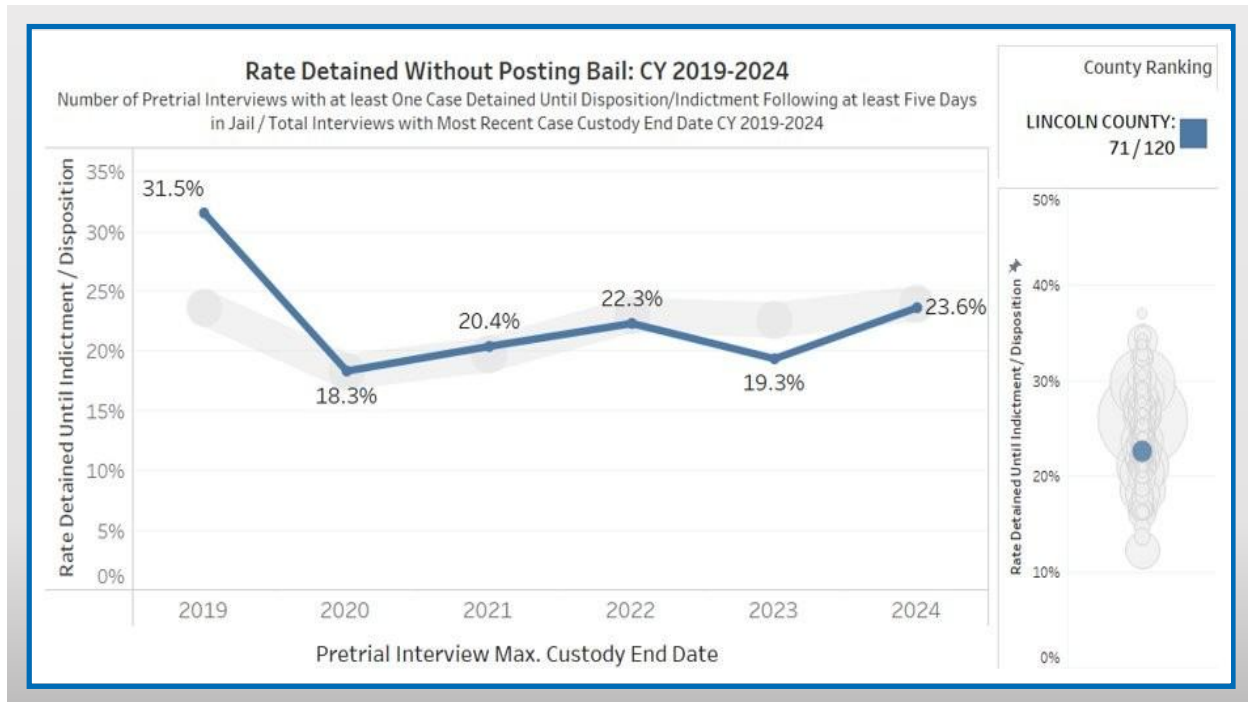


Figure 2. Pretrial Success Rate: CY 2019-2024

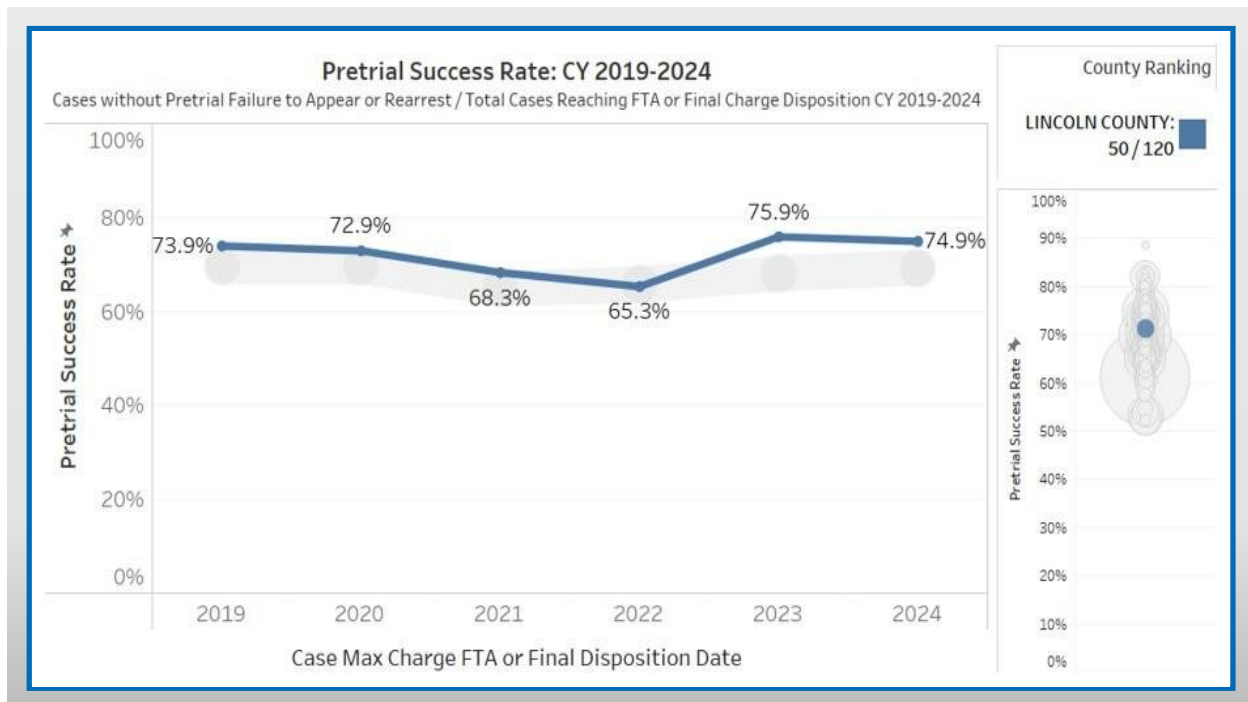


Figure 3. Civil Domestic Violence and Interpersonal Protection Cases Filed CY 2019-2024

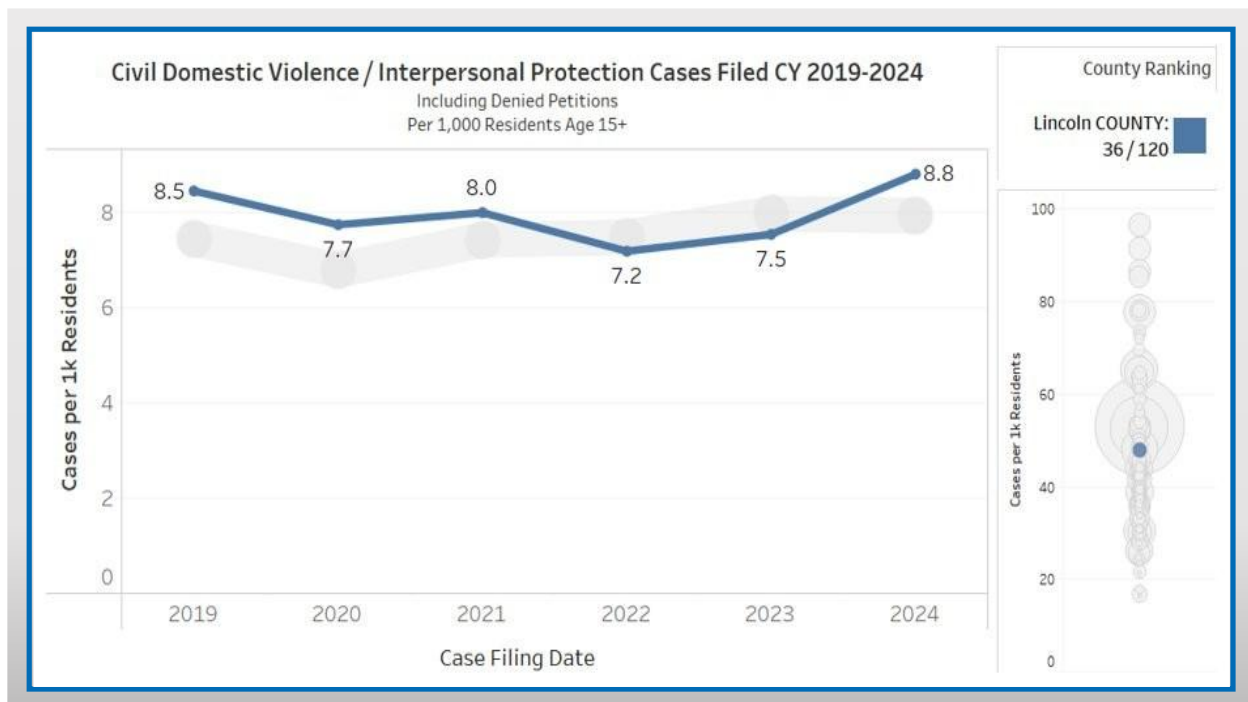


Figure 4. Rate of Granting Emergency and Temporary Protective Orders: CY 2019-2024

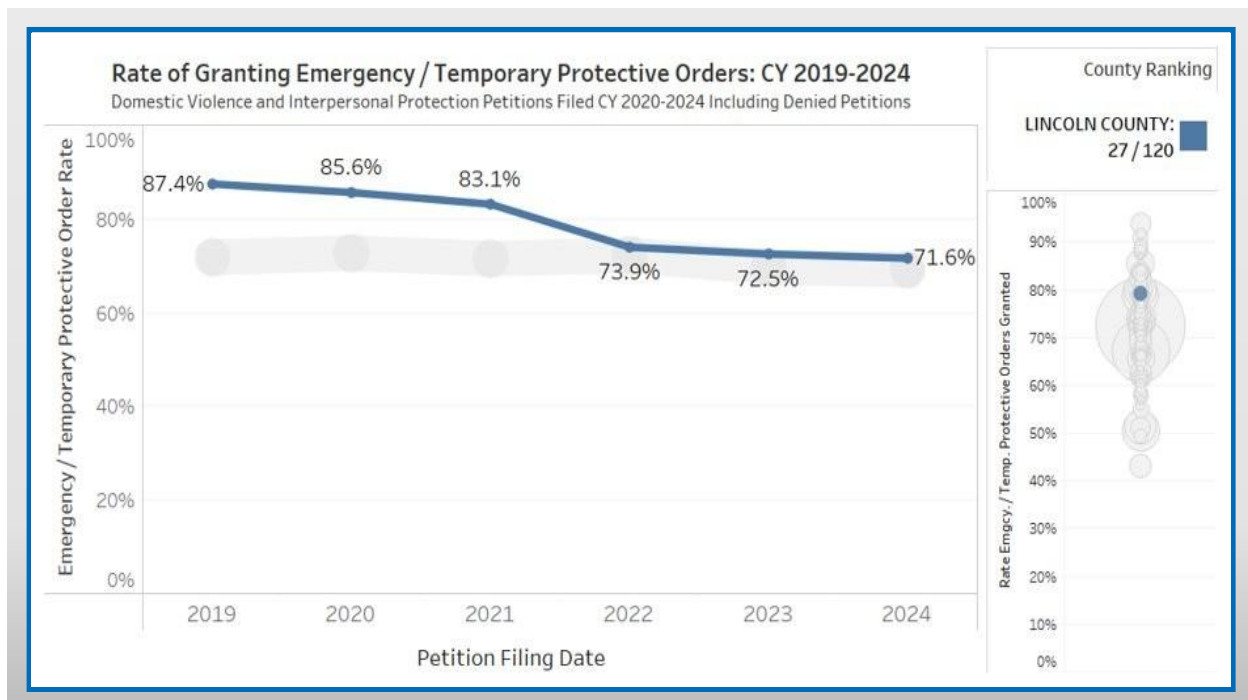


Figure 5. Court Designated Worker (CDW) Public Complaints Filed CY 2019-2024

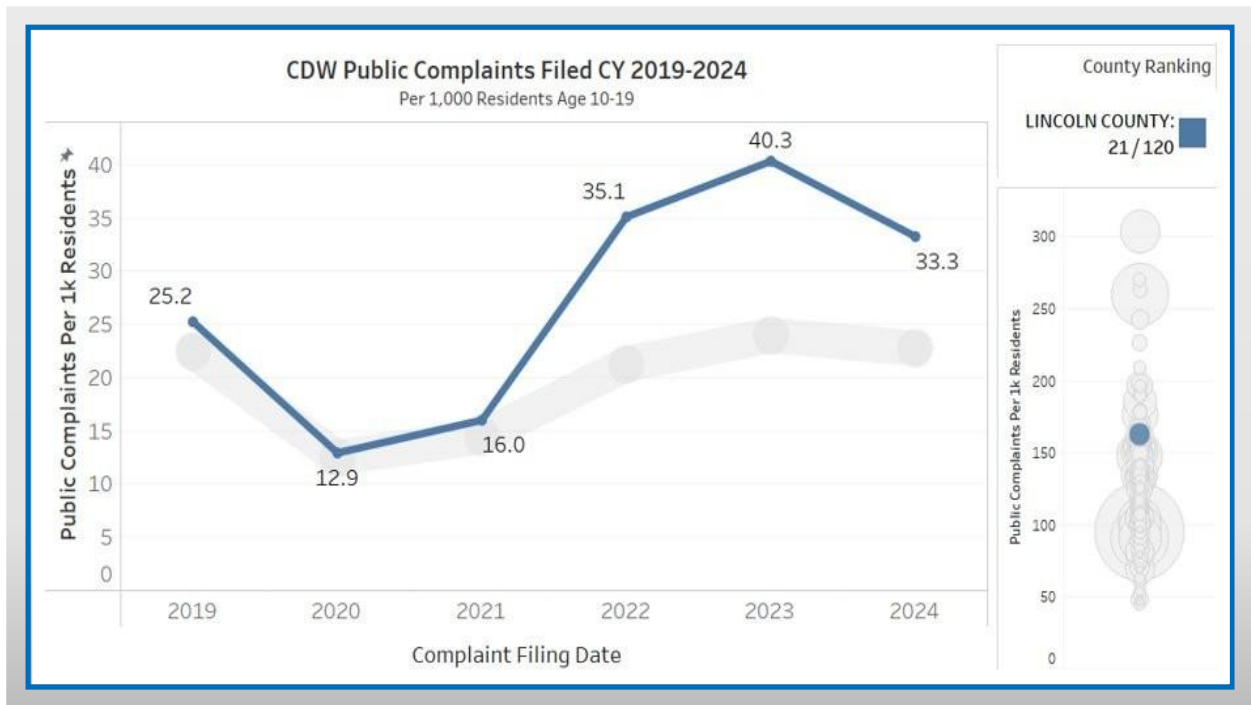


Figure 6. Court Designated Worker (CDW) Complaints Filed CY 2019-2024

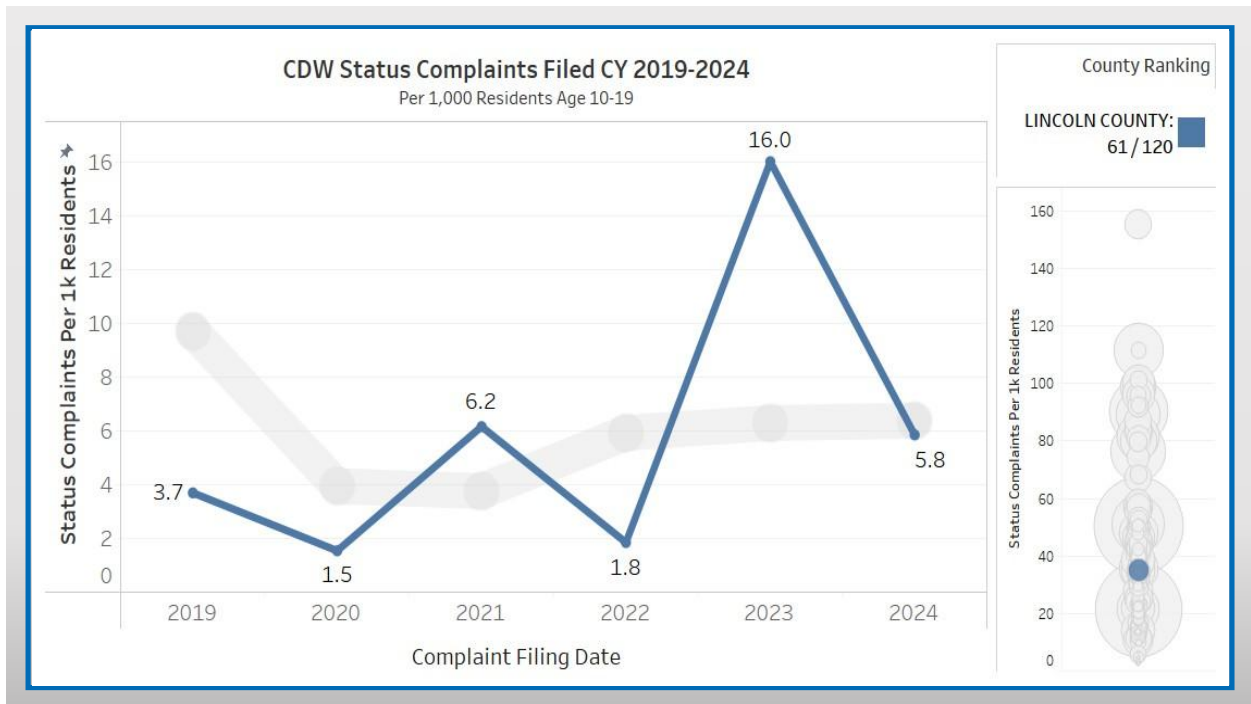


Figure 7. Court Designated Worker Complaints Detention Rate CY 2019-2024

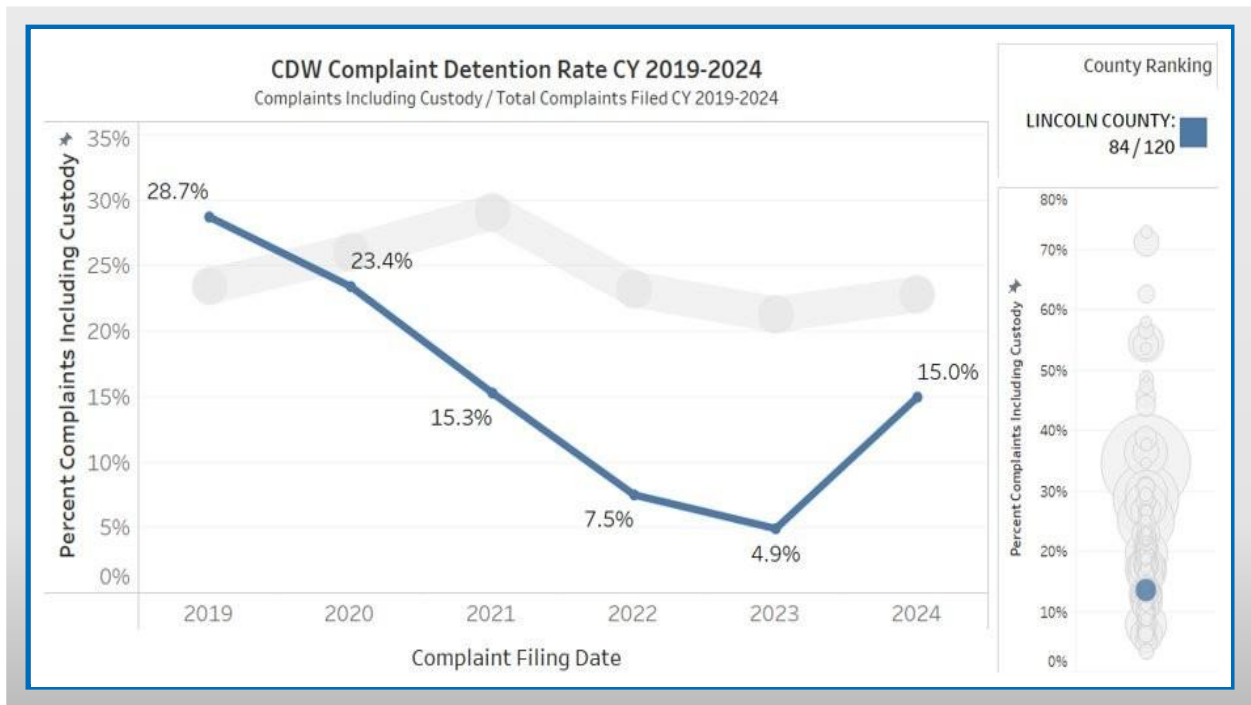


Figure 8. Court Designated Worker (CDW) Court Referral Rate CY 2019-2024

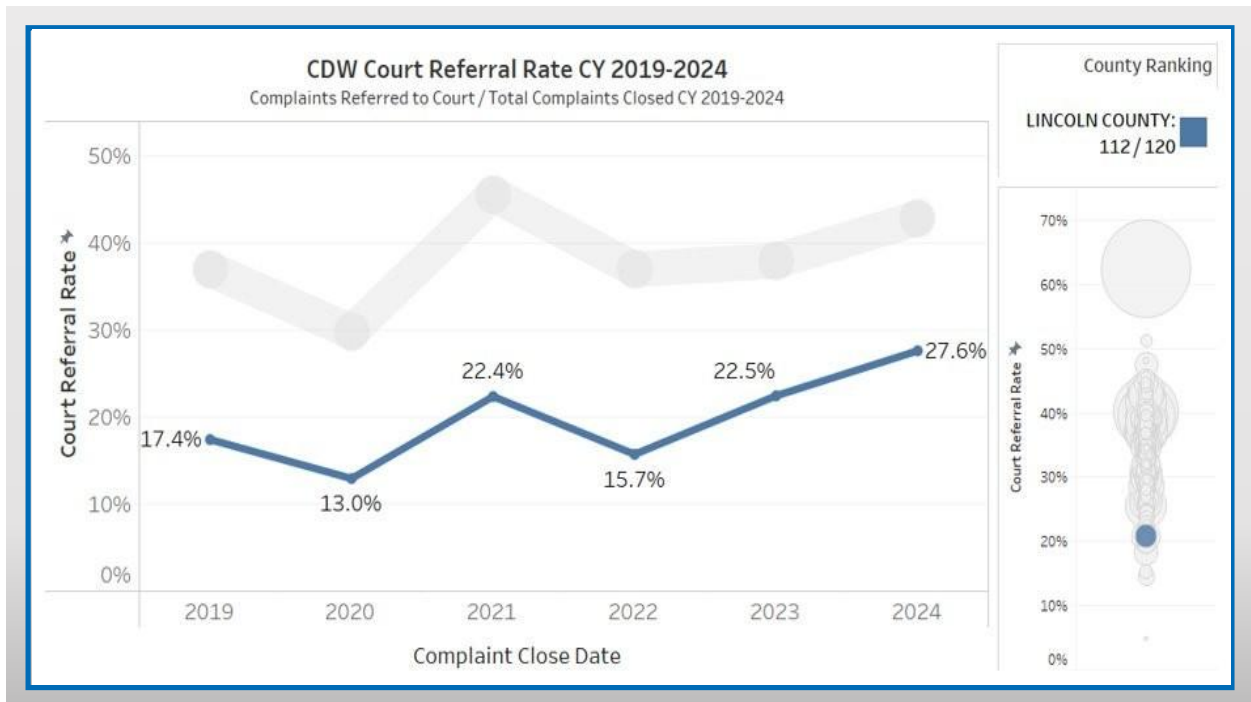


Figure 9. Involuntary Commitment Cases Filed CY (2019-2024)

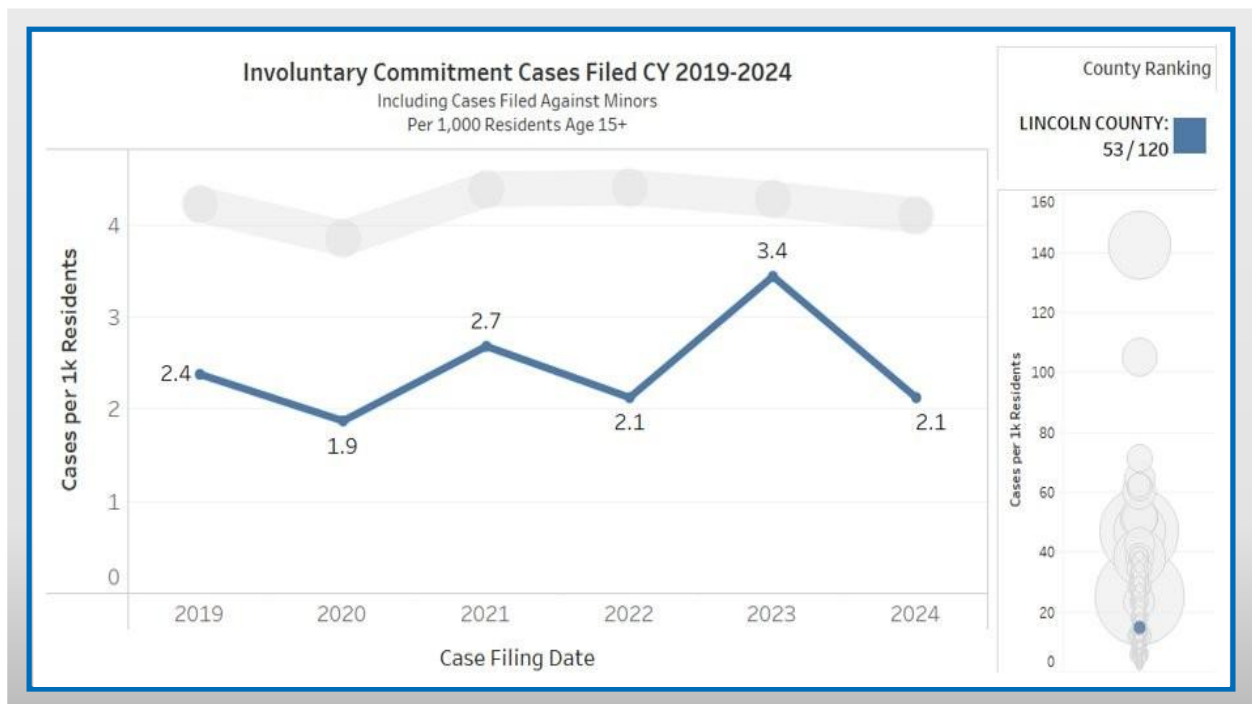


Figure 10. Forcible Detainer Cases Disposed CY 2019-2024

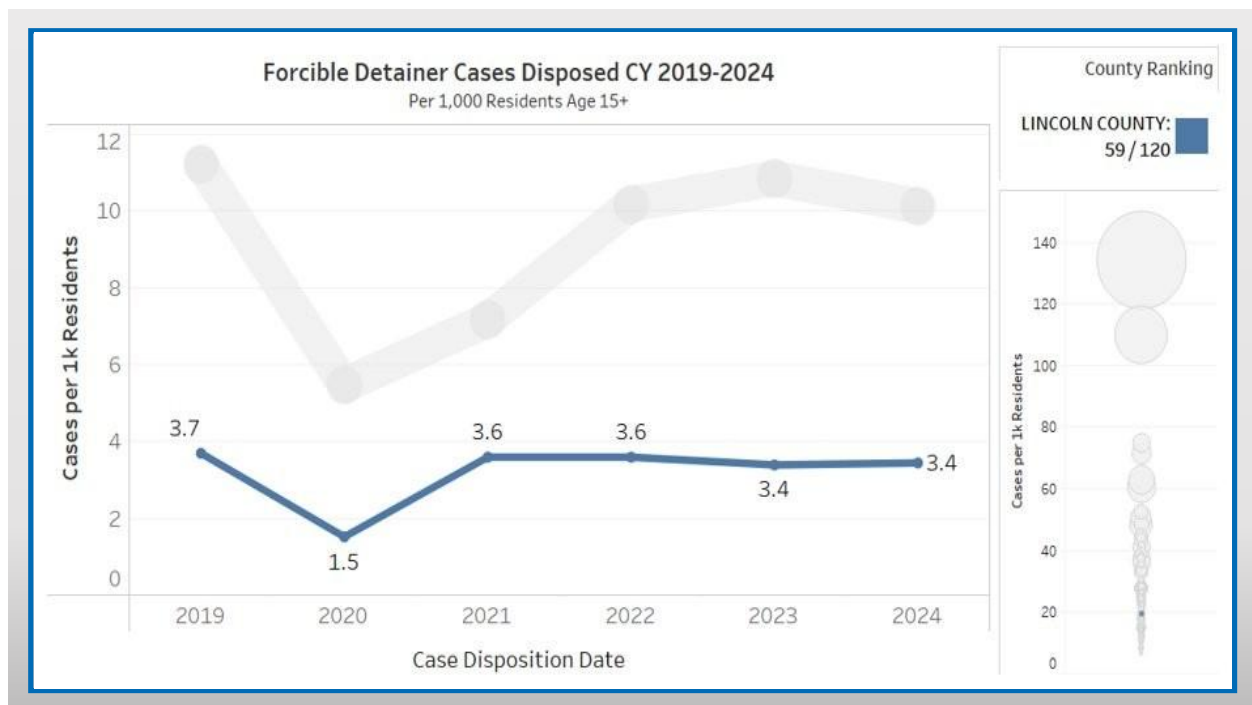


Figure 11. District Criminal Cases Filed CY 2019-2024

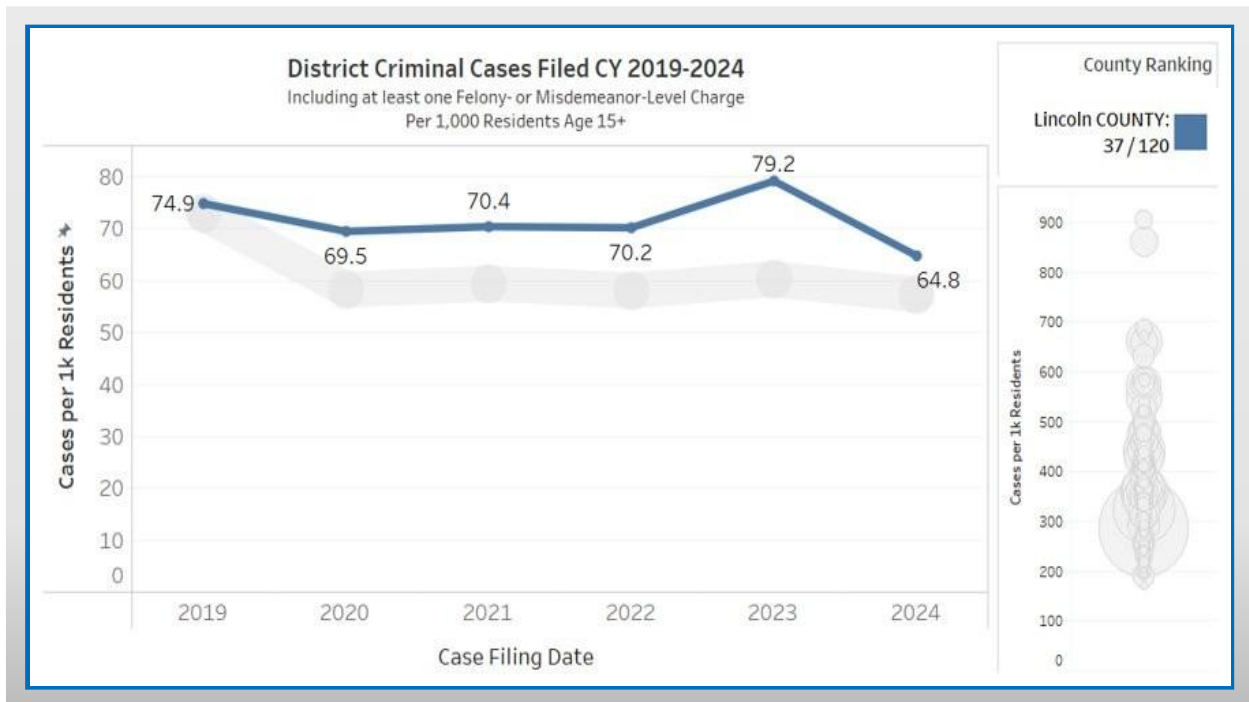


Figure 12. Circuit Criminal Cases Filed CY 2019-2024

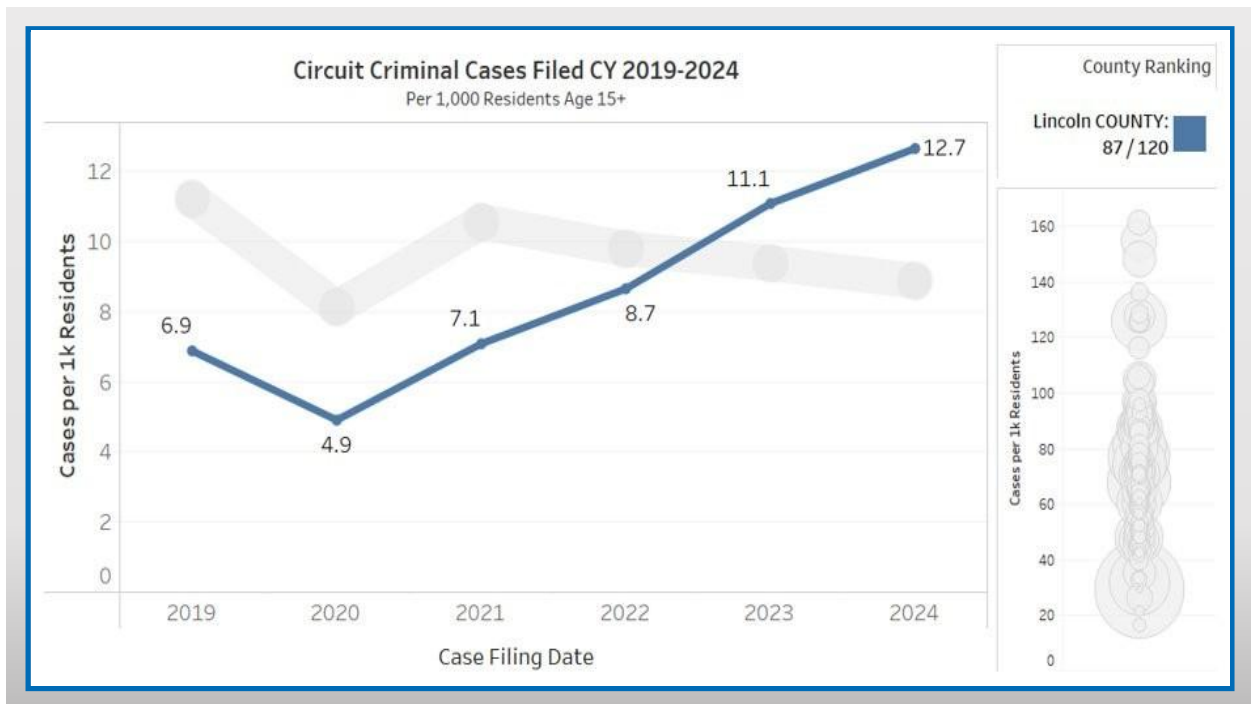


Figure 13. Child Welfare: Percentage of Children that Reentered Out of Home Care

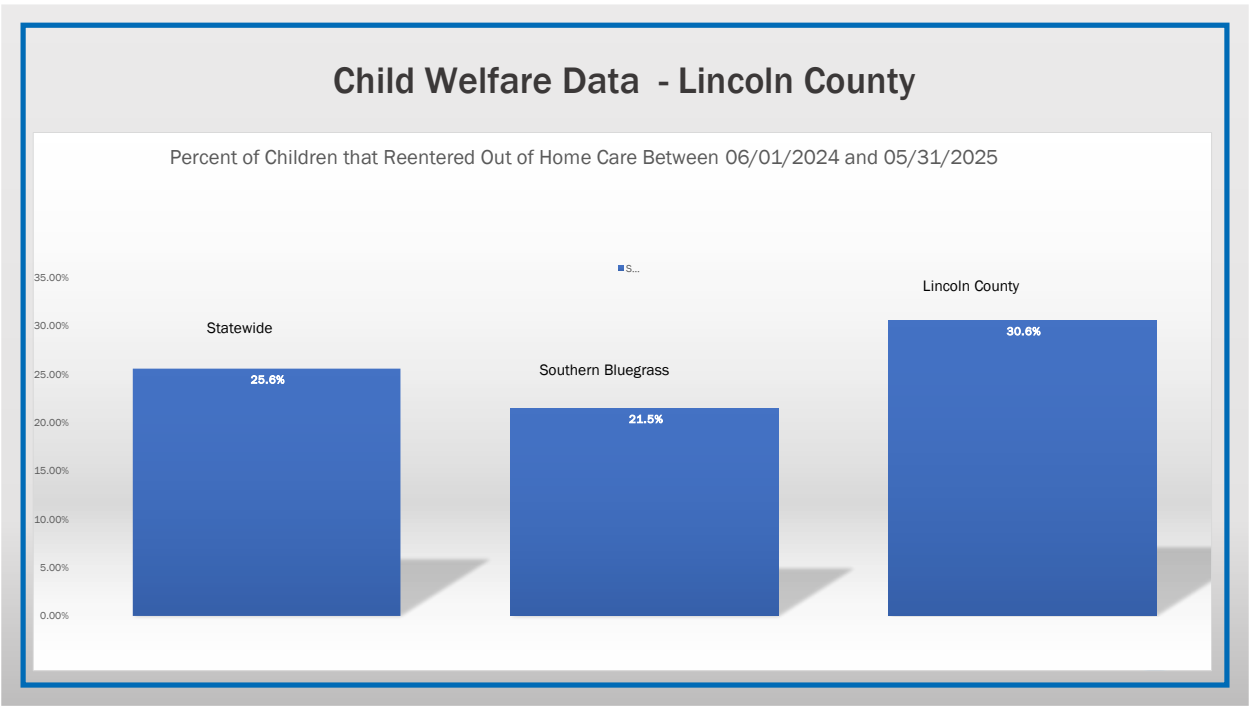


Figure 14. Child Welfare: Percentage of Children that Exited Out of Home Care

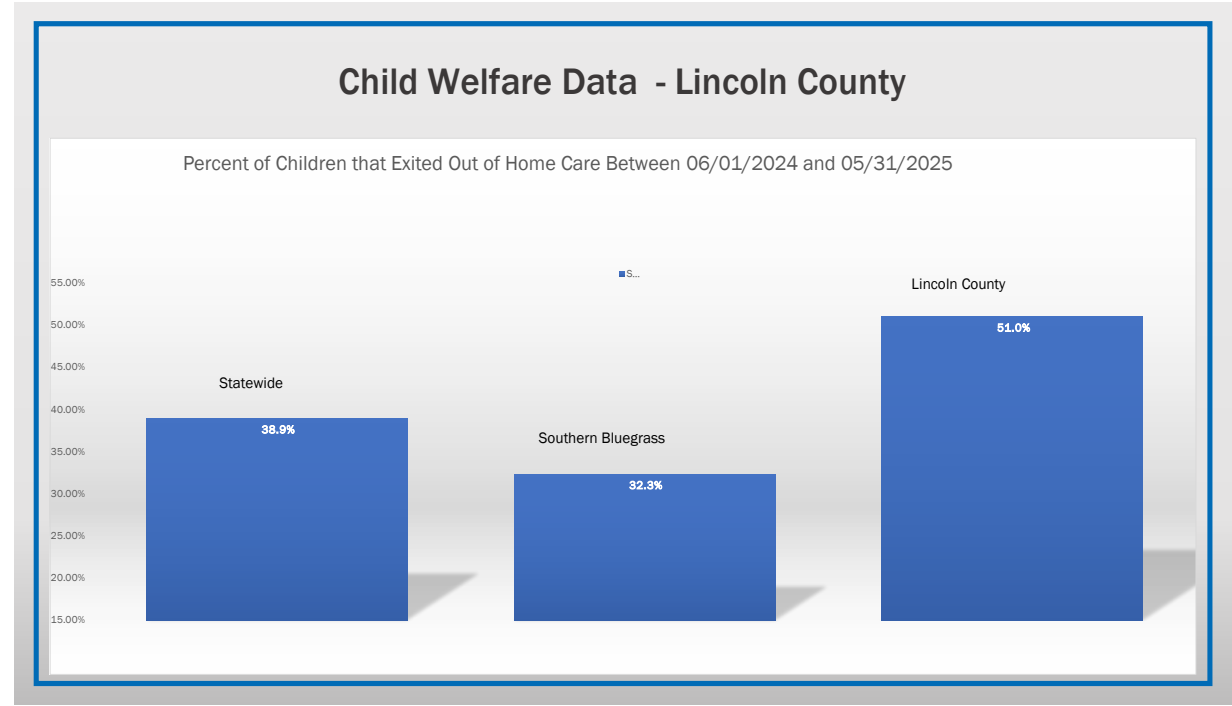
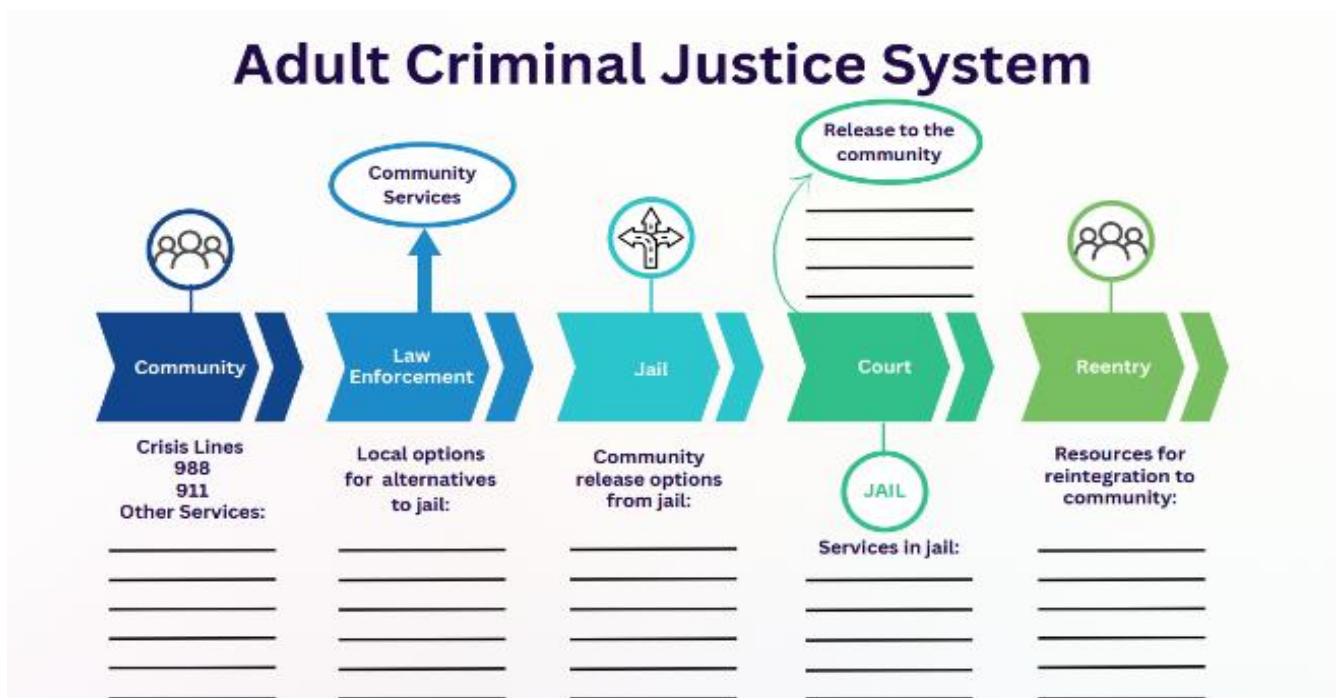


Figure 20. Lincoln County Kentucky Court of Justice Statistics Report CY 2019-2024

The full statistical report for the Lincoln 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.

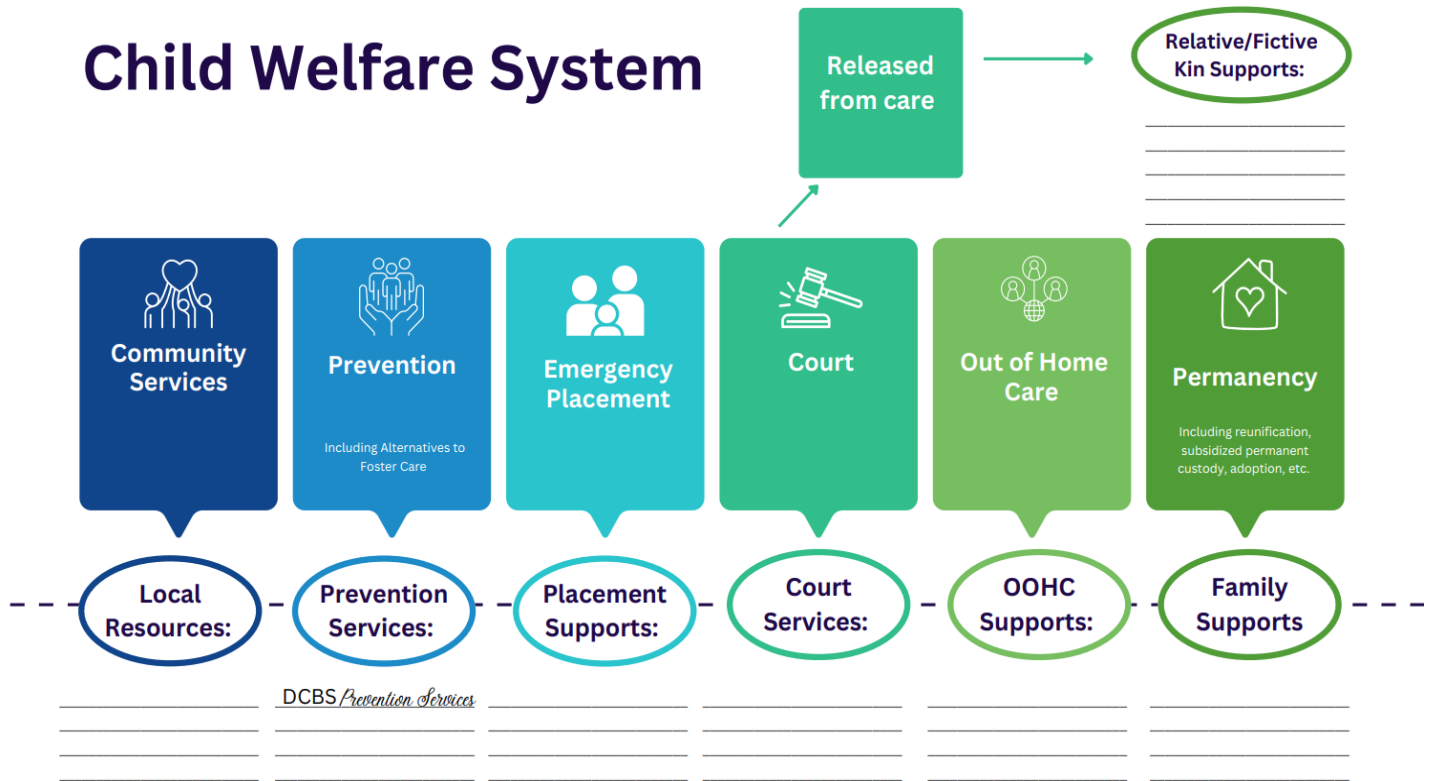


APPENDIX F Adult Criminal Justice Process Map



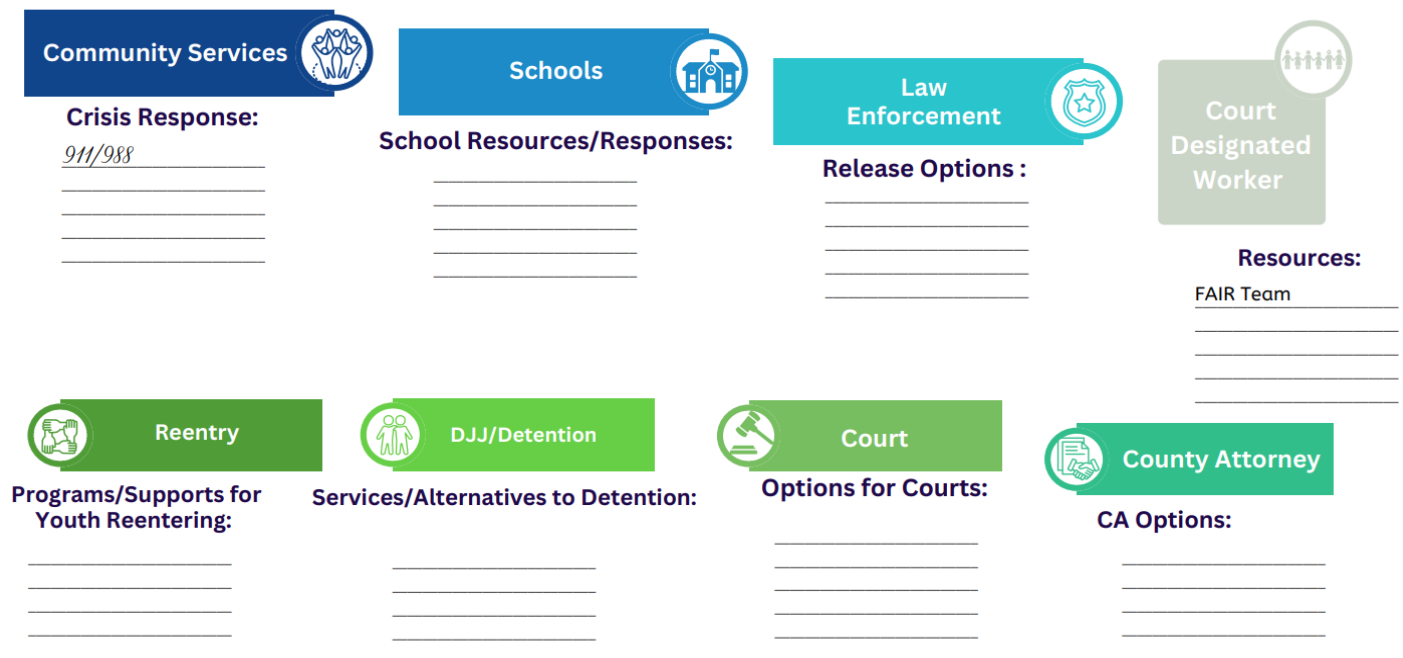
APPENDIX G Child Welfare Process Map

Child Welfare System



APPENDIX H Juvenile Justice Process Map

Juvenile Justice System



APPENDIX I Action Plan: Access to Safe and Affordable Housing

Lincoln County Housing

Lead Name / Contact Information	Priscilla Miller
Team Members	Maegan Mayne, Lucinda Carman, Janie Sanders, Tyra Brown, and Susan Jones
Next Meeting Date	October 15, 2025
Next Meeting Time	10:30 AM
Location/Platform (e.g., Zoom, TEAMS, In-person):	Virtual via Microsoft Teams

Objective Statement:	Increase access and affordability of housing for homeless population in Lincoln County.
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Action Steps	Timeframe
Task 1: Begin process to advocate for homeless persons and/or families to get priority placement on housing authority list.	2 weeks
Task 2: Obtain census on homeless population in county	Before November 2025
Task 3: Present all findings and information at a fiscal court meeting to get additional supports	December 2025

Parking Lot: Conversational points that were discussed during breakout that group would like to revisit at a later date.
Advocating to state legislature
Concerns about Turner's Bell Mission
Feasibility of homeless shelter and/or sustainable housing

APPENDIX J Action Plan: Resource Access

Lincoln County Community Resource Access

Lead Name	Aaron Atwood
Team Members	Aaron Atwood, Amanda Mitchell, Jessica Fibbe, Michelle Horton, Karen Best, Hannah Felty, Megan Elliott, Holly Harmon, April Davis, Rita Gay, Shaneukua Ford, Kelley Mueller, Alisha Gooch, Alana Reynolds, Benjamin Black, Angie Doolin, Daryl Day, Emily McKenzie, Kathy Vasquez, Amber Bishop
Next Meeting Date	10/17/2025
Next Meeting Time	10:00 AM
Location/Platform (e.g., Zoom, TEAMS, In-person):	Hybrid: In-person at Quest Virtual: Zoom or Teams (link will be sent by Aaron to all team members)

Action Steps	Timeframe
Task 1: ➤ Compile a list of resources ➤ Google form will be created and distributed. ➤ Pull resources from pre-existing lists and websites (211, FindHelpNow, KY.net)	Forms will be emailed on 9/18/25 following the interagency meeting
Task 2: ➤ Review old resource lists adding services that are still available and removing any that are no longer offered ➤ Organize the list by categories (housing, transportation, food/clothing/etc.)	Tasks will be completed during the 10/17/25 meeting
Task 3: ➤ Submit list to be published on the county website	Estimated completion date: end of Dec. 2025

Parking Lot: Conversational points that was discussed during breakout that group would like to revisit at a later date.

Promotional list: awareness to the community after website resource has been launched

APPENDIX K Action Plan: Transportation Access

Lincoln County Transportation	
Lead Name	Mary Davis Ashley Barker
Team Members	Mary Barker, Ashley Davis, Anna Duncan, Emily Tarter, Timothy McClish, Christy Neff, Shelia Gutenson, Melissa Harvey, Mendy Poynter
Next Meeting Date	30 days
Next Meeting Time	TBD
Location/Platform (e.g., Zoom, TEAMS, In-person):	TBD

Objective Statement:	Transportation assistance continues to be a significant need across the county, with the greatest challenges being felt in the rural areas. The need extends beyond justice-involved individuals and impacts many community members who face barriers to accessing employment, healthcare, and other essential services. Currently, most transportation options available must be accessed through Medicaid, which leaves gaps for those who do not qualify or whose needs fall outside of those services. Expand transportation support and resources, especially in rural areas, to improve access to employment, healthcare, and other essential services for all community members, not just those involved in the justice system.
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Action Steps
Task 1: Create and host a community meeting/forum to bring together key partners and residents to address transportation needs. ➤ Select a date, time, and accessible location (or virtual platform). ➤ Design and distribute flyers, social media posts, and other outreach materials. ➤ Use personal networks and word of mouth to invite community members, service providers, and decision-makers. ➤ Prepare an agenda that highlights transportation barriers and potential solutions. ➤ Assign a facilitator and a note-taker to capture ideas and next steps. Task 2: Gather data to present to those who attend the forum reflecting transportation needs that exist in the community. Task 3: Hold forum to generate support and drive next action steps.



**Kentucky Judicial Commission on Mental
Health**

<http://kcoj.info/KJCMH>