

Solano County
Community Corrections
Partnership

2023 Public Safety
Realignment Plan
(AB109)

September 28, 2023



Executive Summary

As part of the 2023 Solano County Public Safety Realignment plan, the Executive Committee of the Solano County Community Correction Partnership (CCP) commissioned an independent consultant to collaborate with the Probation Department and its partner organizations to prepare the 2024 Solano County Realignment Plan.

The plan development process involved soliciting and receiving feedback from stakeholders, community members, and persons with a lived experience via interviews and focus groups. It also included reviews of existing program components, meetings with various County staff, a community forum, and research of effective programming.

This plan will serve as a road map for the County to continue to strengthen the approaches and partnerships to improve in-custody and community-based programs and services for justice involved individuals.

Key Themes

During the focus group and interview conversations, a few key themes emerged:

There is a recognition that Solano County currently provides a menu of evidence-based services at various points in the continuum. While there are several evidence-based services and programs being provided by Probation, the Sheriff's Office and other stakeholders/contractors, there is a general understanding that a shared responsibility exists beyond the work of just these agencies. While acknowledging progress, expanded services in Mental Health, Substance Use Disorder, and varied housing models remain a need. There is also a need for additional bilingual services and culturally responsive programming and more access to services for rural communities in the County.

The Probation Department is generally viewed as progressive, supportive, and innovative in approach and in responsiveness to client issues. This sentiment was voiced by nearly every group, including (and most emphatically by) the focus group of individuals with lived experience. Probation is seen as working to remove barriers, particularly in mitigating housing needs, transportation challenges, and in establishing programming which is low or no-cost for clients.

One of the largest investments in community-based services funded by Public Safety Realignment funds are the Centers for Positive Change (CPCs) located in Vallejo and Fairfield. CPCs (which provide multiple on-site services) are viewed as valuable resources and were recently found to have demonstrated a positive impact in the reduction of reconviction rates for individuals who successfully completed the program. Establishing further mechanisms for data sharing, data collection and additional program evaluation reviews will provide even more clarity in demonstrating the impact of other County programs and identify where service gaps remain.

Transition from jail to community is an area of vulnerability in jurisdictions across the country. There has been significant investment in vocational services at the Rourke Center and a history of collaboration with stakeholders from the Sheriff's Office, Probation, service providers and other stakeholders to strengthen reentry practices. Continued focus on strengthening relationships, optimal release planning and discharge processes from custody to probation, and inclusion of collateral partners will result in additional improvements. Through Proposition 47 grant funding and other grants and technical assistance grants, Solano County is investing in improving release planning and discharge services for not only mental health populations, but also to benefit all those releasing from custody and for those on probation. The plans for a Mobile Probation Unit (grant funded) will help provide services beyond those found in higher populated areas and will serve as a particular resource to unhoused.

Stakeholders and community members voiced a desire to be more involved in the provision of services at a local and community-based level and a need for the community voice in the Community Corrections Partnership (CCP). Increasing community engagement and involvement is an area with the potential to strengthen and expand existing services. This would include examining ways where services could be provided with greater support to families (not only the justice-involved individual).

Beyond increasing the community voice in the Community Corrections Partnership, opportunity exists to review the structure of the CCP, evaluate the need for workgroups or subcommittees, refine the onboarding process of new members, and establish opportunities for CCP members to contribute through clearly defined roles and responsibilities.

Summary of Goals

Four overarching goals for 2024 include:

- 1) Strengthen and expand upon existing relationships.
- 2) Expand, strengthen, and increase services to meet identified system needs.
- 3) Further refine data measures to determine impact and system needs.
- 4) Establish a mechanism for increased community involvement and engagement.

A more comprehensive description of the 2024 goals and associated objectives can be viewed on page 18.

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A copy of this full report may also be viewed online at:
[Solano County - Community Corrections Partnership](#)

Background

In October 2009, the **California Community Corrections Performance Incentive Act of 2009 (Senate Bill 678)** was passed. This legislation authorized the State of California to establish the State Corrections Performance Incentives Fund for specific purposes relating to improving local county probation supervision practices and capacities. It outlined the provision of “sustainable funding for improved, evidence-based probation supervision practices and capacities...”¹

The SB 678 program was designed to:

- Alleviate overcrowding in state prisons.
- Save state General Fund monies by reducing the number of individuals supervised by probation who are sent to state prison for committing a new crime or violating the terms of supervision.
- Increase the use of evidence-based supervision practices; and
- Achieve these goals without compromising public safety.²

County Probation Departments were charged with the responsibility to develop and implement community corrections programs. Senate Bill 678 also established County Community Corrections Partnerships (CCP). This group of various stakeholders, chaired by the County Chief Probation Officer, was tasked with providing advisory responsibilities.

In September 2022, the Judicial Council of California submitted the “Report on the California Community Corrections Performance Incentives Act of 2009: Findings from the SB 678 Program (2022)”.³

This report found that “data have shown this to be an effective incentive program that is operating as the Legislature intended when it created the program for county probation departments.”

One of the measures reported in this document is the percentage of failures/return-to-prison rates by county. From 2019-2021, Solano County had a return-to-prison rate lower than the statewide averages for California as noted below⁴:

Percentage of Failures/Return-to-Prison Rates 2017-2021: Statewide Average Compared to Solano County

| Agency | 2017 | 2018 | 2019 | 2020 | 2021 |
|--------------------------|------|------|------|------|------|
| Statewide Average | 3.6% | 3.5% | 3.6% | 2.3% | 3.0% |
| Solano County | 3.7% | 4.5% | 3.3% | 1.9% | 2.4% |
| Difference | +1% | +1% | -.3% | -.4% | -.6% |

¹ Sen. Bill 678 (Stats. 2009, ch. 608), www.courts.ca.gov/documents/sb678.pdf.

² [Ir-2022-CA Community Corrections Performance Incentives Act 2022 Penal-Code-1232.pdf](#)

³ [Ir-2022-CA Community Corrections Performance Incentives Act 2022 Penal-Code-1232.pdf](#)

⁴ ibid

The Public Safety Realignment Act (Assembly Bill 109) was passed in October 2011 to address overcrowding in California State Prisons. This act reduced the number of probationers “eligible” for revocation to state prison and transferred the responsibility for specific parolees and inmates from the California Department of Correction and Rehabilitation (CDCR) to local counties. It also provided funds to counties to provide local supervision and services in “smarter and cost-effective ways.”⁵

The Community Corrections Partnership (CCP) is responsible for recommending an annual local plan to the Solano County Board of Supervisors for the implementation of realignment.

Proposition 47 was a voter-approved initiative on the November 2014 ballot that reduced felonies to misdemeanors for specified low-level drug and property crimes. Annually, the state savings generated by the implementation of Proposition 47 are deposited into the Safe Neighborhoods and Schools Fund. Sixty-five percent of these savings are set aside annually for the Board of State and Community Corrections (BSCC) to administer a competitive grant program.

Proposition 47 requires that these funds be awarded to public agencies to provide mental health services, substance use disorder treatment and/or diversion programs for those in the criminal justice system. Additional legislation (AB 1056, Chap. 438, Stats. of 2015) requires that the grants be awarded competitively, specifies that funds may serve both adults and juveniles and allows funds to be used for housing-related assistance and other community-based supportive services, including job skills training, case management or civil legal services. The BSCC further requires that at least 50 percent of the award made to grantees is passed through to community-based service providers.⁶

Solano County Health and Social Services, Behavioral Health previously received funds for a Cohort 1 Proposition 47 project. A September 2021 Evaluation Report cited many of the goals of the project were accomplished in increasing substance use services, reducing recidivism, increasing housing, and improving social connectedness.⁷

Solano County Health and Social Services, Behavioral Health received funding for another Proposition 47 grant (Cohort III) from the Board of State and Community Corrections (BSCC) which presents plans and opportunities to further strengthen community-based services and transition practices.⁸

⁵ [Realignment – BSCC \(ca.gov\)](#)

⁶ [Proposition 47 and the BSCC – BSCC \(ca.gov\)](#)

⁷ [Solano-County-Cohort-1-final-report.pdf \(ca.gov\)](#)

⁸ [Proposition-47-Funding-Recommendations-Final.docx \(live.com\)](#)

Solano County Community Corrections Partnership (CCP) Members

The membership of the Community Corrections Partnership is outlined in California Penal Code Section 1230 and defined by the Community Corrections Performance Incentive Act of 2009 (SB678). It includes the Chief Probation Officer (Chair), the Presiding Judge of the Superior Court or designee, a County Supervisor or County Administrator, District Attorney, Public Defender, Sheriff, the head of the Department of Social Services, the head of the County Department of Mental Health, the head of the County Alcohol and Substance Abuse programs, the County Superintendent of Education, a local Chief of Police, a representative of community-based organization with experience in successfully providing rehabilitation services to persons convicted of criminal offenses, and an individual who represents victims' interests.

The Members of the Solano County JJCC include the following individuals as of July 31, 2023:

Christopher Hansen, Chief Probation Officer and CCP Chairperson*
Elena D'Agustino, Public Defender*
Krishna Abrams, District Attorney*
Gerald Huber, Director, Health and Social Services*
Tom Ferrara, Sheriff/Coroner*
Judge Wendy Getty, Presiding Judge*
Aaron Roth, Chief, Suisun*
Heather Henry, Workforce Investment Board
Bill Emlen, County Administrator
Deanna Allen, Community Based Organization Representative
Emery Cowan, Chief Deputy, Behavioral Health Director
Kelly Curtis, Deputy Director, Employment & Eligibility Services
Lisette Estrella-Henderson, Superintendent, SCOE
Bernadette Curry, County Counsel, Ex Officio
Victim Advocate Position – Vacant

Individuals with an asterisk (*) by their names comprise the CCP Executive Committee. These seven members are responsible for approving the local plan for recommendation to the Solano County Board of Supervisors.

The current mission of the Solano County Community Corrections Partnership is “to discuss issues related to the implementation of various pieces of state legislation that focus on adult criminal offenders, including the realignment of many state public safety functions to local jurisdictions. The overall objective is to reduce the recidivism rate of adult offenders in the local criminal justice system”.⁹

There are currently two subcommittees/workgroups of the CCP. These include the Council on Reentry Solutions (CORES), which works to improve communication between stakeholders, create the groundwork for improved collaboration and to analyze gaps in existing service structures and the Results First Committee.¹⁰

⁹ [Solano County - Community Corrections Partnership](#)

¹⁰ Solano County FY2022-23 CCP Survey – Part A: CCP Membership & Plan Implementation

Overview and Highlights of Previous Community Corrections Partnership (CCP) Realignment Reports

Since the original Realignment Report, there have been many positive programs, services, and approaches that have been implemented in Solano County. Solano County’s original implementation plan was approved in 2011 and was updated in 2014. Over the last three years, Solano County has updated its Realignment Plan annually.

Copies of these reports can be viewed on the website of the Board of State and Community Corrections at the following link: [Community Corrections Partnership Plans – BSCC \(ca.gov\)](https://www.bsc.ca.gov/Community-Corrections-Partnership-Plans)

| Cited in 2022 CCP Report as Next Steps | Status |
|---|---|
| The Sheriff’s Office’s RFP for Case Management Services will be released in 2023 to administer the LS/CMI to targeted jail individuals. | Completed. Procurement Process completed and vendor selected (Healthright 360). |
| Continue to develop opportunities to better serve diverse clientele and ensure staff are both trained and representative of the population they serve. | Probation launched Reasoning and Rehabilitation II in Spanish (position became vacant so services discontinued), Established Men’s Empowerment Group. |
| The Sheriff’s Medical/Mental health provider, Wellpath, will look at implementing the Step-Up/Step-Down Units within the next year should staffing return to acceptable levels | Ongoing. Staffing continues to be a challenge. |
| The Sheriff’s Medical Provider will begin creating new processes and data related to applying for an NCCHC Accreditation. | The work has been delayed due to staffing, but the work is ongoing. |
| The Sheriff’s Office (SO) plans to continue programming at the Rourk Vocational Training Center for inmates and probationers. (Including a laborer’s union pre-apprenticeship program, welding through Solano Community College, and heavy machinery operations, warehousing and tire repair and maintenance offered by the Sheriff’s Office Staff. | Over the course of the last year the Sheriff’s Office has delivered 14 Vocational Training Programs for 85 individuals. Of these participants, 51 were inmates and 34 were probationers. Training Programs offered were: 5 Laborer’s Pre-Apprenticeship Programs; 2 Welding Programs; 1 Forklift Certification Program; 3 Scissor Lift Certification Programs; 1 Warehousing Employment Program; 2 Powered Pallet Jack Certification Programs. In addition to the courses identified above, the following courses will be added before the end of 2023: Stick Welding, Industrial Welding, Tire Maintenance and Repair and a Carpentry Readiness Class with the Carpenter’s Union. |
| The Sheriff’s Office plans to secure additional vendors for trainings in carpentry, HVAC, and automotive repair. | The Sheriff’s Office is securing a contract with the Carpenters Union. HVAC and automotive repair will be moved to 2024 as goals. Stick Welding was added, which can lead to employment with the Laborers Union. Industrial Welding was also added. |

The Department will focus on tracking employment and direct soft skill development to all those taking vocational training courses.

Leaders in Community Alternatives, Inc. (LCA) is providing soft skills for all inmates participating in the vocational training programs and for probationer participants. LCA is tracking employment obtained by probationers. The Sheriff's Office is in the process of developing a tracking process for inmates obtaining employment, though this process can be challenging due to the spontaneity with which inmates are sometimes released from jail.

The County's Proposition 47 Grant administered by Health and Social Services will allow a re-configuration of the MH Reentry Planning Meeting to include more partner agencies and develop more comprehensive reentry plans for the population. Prop 47 Grant will lead to revitalization of the Council on Reentry Solutions (CORES) to be more a vehicle to exploring reentry needs and understanding stakeholder issues within the County.

The new Proposition 47 cohort held an initial kick-off meeting (end of July 2023) with the agency staff who will participate on the discharge planning team. The team will begin weekly meetings to triage services. CORES is the steering committee for Prop 47 and meetings will reconvene in the next few months.

Probation working towards certifying trainers in Motivational Interviewing® and Thinking for a Change®.

Completed – Probation has two staff certified as trained trainers who are facilitating a full class cohort in August 2023 and will be conducting a training of facilitators in October 2023.

Probation will complete study to determine the CPC treatment model impact on client participants' reconviction rates in progress.

Completed – The Beyond the Arc evaluation was completed and presented at the April 2023 CCP meeting. The evaluation cited a significant reduction in reconviction rates for cohorts of individuals who successfully completed the Centers for Positive Change.

Solano County Public Safety Realignment Funding 2023/2024

The FY2023/24 Solano County Public Safety Realignment Funding Breakdown was presented during the CCP Budget Update Presentation on April 19, 2023. During this meeting, the requested budget was approved by CCP for recommendation to the Solano County Board of Supervisors. Portions of the presentation from the meeting are outlined below. The full documents are available on CCP’s portion of the County’s website. ¹¹

The total funding available in FY2023/24 for Solano County under 2011 Public Safety Realignment is \$32.4 million. This total includes \$13.7 million in unspent carryforward from previous years (based on Midyear department projections for spending in FY2022/23). At the 9/28/23 meeting, the CCP voted to develop a Request for Proposal (RFP) for client reentry services. The vote was to allocate up to \$750,000 annually (\$150,000 per year for up to 5 grantees) for the next three fiscal years to non-profit, for profit, and government entities except for County of Solano Departments.

The FY2023/24 Budget for AB109 is \$16.8 million, which represents an increase of \$2 million when compared to the FY2022/23 Adopted Budget. This increase is primarily due to negotiated and approved labor contract wage increases, CalPERS retirement costs, and changes in health benefit costs and workers compensation rates.

In recent years, departments receiving AB109 funding have made significant effort in reducing and/or containing costs and some years relied on the use of unspent carryforward funds to balance the AB109 Budget. The FY2023/24 Budget for AB109 does not rely on the use of unspent carryforward from prior years.

The carryforward, which has a projected total of \$13.7 million, based on Midyear projections, at the end of FY2022/23 will be utilized to address future cost increases within Solano County Department AB109 Budgets, and any potential reductions in AB109 allocations from the state during FY2023/24. A comprehensive analysis of the carryforward funds, along with a recommendation for a reserve and future funding opportunities will be looked at and brought back during FY2023/24.

| Agency | FY2022/23 Adopted | FY2022/23 Midyear | FY2023/24 Requested |
|--------------------------------|-------------------|-------------------|---------------------|
| Sheriff | \$6,026,080 | \$6,026,080 | \$6,026,080 |
| Probation (PRCS) | \$3,181,275 | \$2,750,742 | \$3,858,073 |
| Probation (CPC’s) | \$3,435,283 | \$3,557,936 | \$4,546,318 |
| HSS (Mental Health) | \$217,801 | \$55,957 | \$220,435 |
| District Attorney | \$901,268 | \$866,845 | \$994,529 |
| Public Defender | \$779,399 | \$752,894 | \$891,959 |
| Alternate Defender | \$51,836 | \$58,148 | \$55,757 |
| CCP Planning | \$200,640 | \$182,894 | \$200,640 |
| Total AB109 Budget | \$14,793,582 | \$14,252,496 | \$16,793,761 |
| Available State Funding | \$18,464,980 | \$18,550,576 | \$16,793,761 |
| Unspent Carryforward | \$9,443,370 | \$9,443,370 | \$13,742,450 |
| Total Funding | \$27,908,350 | \$27,993,946 | \$32,445,948 |

¹¹ [blobdload.aspx \(solanocounty.com\)](http://blobdload.aspx(solanocounty.com))

Method

With the assistance of the Community Corrections Partnership members and Probation staff, local stakeholders were identified for inclusion in the focus group process. The roster for the SB823 Community Forum (Juvenile Realignment) also provided leads for interested stakeholders in the community.

Focus groups and interviews were held during the months of March-June 2023. A total of 10 focus groups, 3 interviews, and 1 community forum were held. These included Probation staff and leadership in various levels/positions. Additional focus group and interview participants represented members of the CCP, Community Based Organizations, Program Providers, Behavioral Health, Education, Law Enforcement, Judges, Victim Advocates, Public Defenders, District Attorney Staff, Advocacy Groups, Community Members, and Persons with a Lived Experience. Interviews typically lasted 60 minutes and focus groups were 2 hours in length.

Participants were asked questions pertaining to the strengths, challenges, and gaps in the Solano County adult justice system, polled on various evidence-based, optimal, and best practices for system-involved individuals, and afforded the opportunity to provide input pertaining to strategies for system improvement. Questions for the polls centered around the Eight Evidence Based Principles for Effective Interventions¹²

A total of 69 individuals participated in focus groups or interviews. There were a few individuals who were unavailable due to illness or work constraints related to staff shortages and absences. There were also several individuals who were confirmed to participate who ultimately didn't attend (reasons unknown). A listing of the participants is detailed below:



Chris Hansen, Probation
Donna Robinson, Probation (now retired)
Shawna Albright, Probation
Dean Farrah, Probation
Jennivive Venzon, Probation
Katie Ward, Probation
Jen McDermott, Probation
Jessica Fraser, Probation
Gerardo Garcia Flores, Probation
Marie McQuitta, Probation
Kevin Kahn, Probation
Shanna Andrews, Probation
Sarah Holmes, Probation

Amy Potter, Probation
Alisha Austin, Probation
Shannon West, Probation
Ashley Sly, Probation
Marissa Stephenson, Probation
Michele Green, Probation
Julie Musto, Probation
Alexandrea McMahan, Probation
Emery Cowan, Health & Social Services; Behavioral Health
Brittany Perryman, LCA
Evelyne Kelly, Healthright 360
Janice David, LCA

¹² Using an Integrated Model to Implement Evidence-Based Practices in Corrections, Joplin, Bogue et al, 2004. Published by International Community Corrections Association

Robert Garcia, Healthright 360
Kimberly Douglass, Forensic Triage Team, Solano
County Behavioral Health
Patty Ayala, Forensic Triage Team, Solano County
Behavioral Health
Karen Sheehy, Court
Carlos Largoespada, Archway Recovery
Cynthia Garcia, Solano County Superior Court
Anushua Mall, Behavioral Health
Heather Henry, Workforce Board
Andrea Lemos, Solano COE
Mayra Sanchez, Solano Family Justice Center
Reina Sandoval-Beverly, Solano Family Justice Center
Brad DeWall, Sheriff's Office
Renee Smith, Sheriff's Office
Norberto Balinado, Sheriff's Office
Kathleen Azevedo, Probation
Kirby Madden, Public Defender's Office
Eboni Robinson, Public Defender's Office
Lauren Jacobs, Public Defender's Office
Felicia Carrington, Public Defender's Office
Sara Johnson, Public Defender's Office
Thomas Barrett, Public Defender's Office

Michi Yamamoto, Public Defender's Office
Pamela Boskin, Public Defender's Office
Oscar Brobow, Public Defender's Office
Kevin Phillips, Archway Recovery
Jeremy Green, LCA
Charmaine Hoggett, Healthright360
JB, Person with Lived Experience
LM, Person with Lived Experience
CE, Person with Lived Experience
MC, Person with Lived Experience
KW, Person with Lived Experience
SW, Person with Lived Experience
Honorable Judge Wendy Getty
Honorable Judge Dan Healy
Honorable Judge William Pendergast
James Martinez, MILPA Collective
Tami Lukens, CAO
Deanna Allen, Abundant Place
Edgar Ibarra Gutierrez, MILPA Collective
Veronica Tartutani, CEO Works
Carlos Hernandez, MILPA Collective
Morris Curry, Community Member
Noely Loeza, MILPA Collective

Themes – Strengths

During the review of the Solano County adult justice system and discussions with community members and stakeholders, there were many identified strengths.

There was general recognition that there has been tremendous growth in the types and number of services, particularly over the last ten (10) years. Specifically, with probation, jail programming, courts and with the network of community-based organizations, there has been a focus on following best practices and adopting evidence-based programs throughout the continuum. Some of the most noted strengths and additions in programming included:

- ✓ There has been a significant investment by Probation to increase access to housing, particularly over the last year.
- ✓ The Sheriff's Office/Jail has increased vocational services.
- ✓ The Social Worker position (funded through the Public Defenders' Office) has been a valuable resource for reentry.
- ✓ The work of Drug Court and Specialty Courts was recognized as valuable.
- ✓ More than 87% of all focus group members indicated an understanding of the principles of Cognitive Behavioral Therapy (CBT).
- ✓ The Centers for Positive Change (CPC) were seen as positive resources with multiple on-site services.
- ✓ The Beyond the Arc study found a reduction in reconvictions for clients who successfully completed the CPC programs.

Persons with a lived experience had positive comments about programs and voiced an appreciation for Probation's focus on removing barriers. 83% of the system-involved focus group members stated that they have "participated in any services that are helping you deal with your feelings and perceptions/thinking and how that impacts your actions (while incarcerated or probation)", consistent with CBT. Of those, 67% stated that those services provided either "good" or "excellent" help. Allowing opportunities for peers with a lived experience to serve as a resource in services and programming was cited by participants as "making a difference" to them and their community adjustment.

It was consistently noted that there is a general sense of teamwork amongst agencies and organizations and that efforts of collaboration (and planned additional efforts) have increased with some increased capacity with the diminished presence of COVID. Specific examples of this include:

- ✓ Systems have removed barriers to allow probation access to the vocational opportunities provided at the Rourke Center.
- ✓ Health and Social Services staff have worked with the Jail/Sheriff's Office on an RFP to add reentry services in the jail.
- ✓ Probation has continued to invest in training and staff development for officers.

There is a lot of agreement around the value of services and programs. Probation leadership and managers are seen as being progressive and focused on system improvement. Managers, staff, and stakeholders throughout the continuum voiced a desire to help improve outcomes for justice-involved individuals. Significant resources have been sought out for the County to include:

Solano County Behavioral Health was awarded the Proposition 47 Cohort III Grant of \$6,000,000 from the Board of State and Community Corrections that will fund interventions intended to reduce the length of incarceration for people with mental health diagnoses, prioritizing low-level, misdemeanor offenders and to

provide a re-entry plan prior to exiting the jail that will help reduce recidivism through supported housing and linkage to appropriate services. The term of this grant is September 15, 2022 – June 30, 2026, and the contract was received in November 2022. The grant will fund housing, dedicated staff to support the activities, track data, and ensure ways to sustain the interventions.

In February 2023, Solano County Health and Social Services, Behavioral Health applied for (and was awarded) a multi-year technical assistance and peer learning grant from the John D. and Catherine T. MacArthur Foundation’s Safety and Justice Challenge Network Expansion: the IMPACT Network.

The IMPACT Network is devoted to accelerating best and promising practices in behavioral health reform and diversion across the criminal legal system, with an emphasis on local jails, and with a commitment to pursue community-driven race-conscious solutions to reduce harm to populations overrepresented in, or disparately impacted by, the criminal legal system—Black, Latinx, and Indigenous communities.

As part of this process, several leaders across disciplines have committed to participate as part of the IMPACT Network team. Three of the individuals listed in the application (outlined below) are also members of the CCP.

| Name | Title/Role | Organization |
|--|---|---|
| Judge Wendy Getty | Presiding Judge, Dept. 8 | Superior Court of California, County of Solano |
| Renee Smith | Custody Division, Program Services Manager | Solano Sheriff’s Office |
| Katie Ward | Social Services Manager | Solano County Probation |
| Elena D’Agustino | Public Defender | Public Defenders office |
| Matt Olsen | Deputy District Attorney | District Attorney’s office |
| Cynthia Garcia | Collaborative Courts Manager | Superior Court of California, County of Solano |
| Emery Cowan (& several BH reps including peers) | BH Director | Solano County HSS-BH |
| Tiffani Thompson | Diversion Peer Program | NAMI Solano |

As part of the IMPACT project, Solano County will have the opportunity to incorporate The Sequential Intercept Model (SIM). The SIM 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, probation, 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: Community Services, Law Enforcement, Initial Detention and Initial Court Hearings, Jails and Courts, Reentry, and 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.¹³

A graphic outlining the Sequential Intercept Model can be viewed via the following link and in Appendix.

[The Sequential Intercept Model \(prainc.com\)](https://prainc.com)

Solano County Behavioral Health will support sustainability of this project with Board of Supervisors' approved ARPA funds around policy development and implementation.

In the Spring of 2023, Solano County Probation received notice of grant funding for a Mobile Probation Unit (MPU). MPU will serve adult clients that are: a) transient/unhoused; and/or 2) struggling to meet probation requirements in outlying areas of the County with less access to the Vallejo and Fairfield Probation Offices. The MPU will provide accessible services where clients are, removing transportation/access barriers, increasing client/PO contact and client compliance, especially for unhoused, transient, and isolated clients who lack transportation. The MPU will also assist clients connect to nearby community supports and resources through well-established community partnerships that include housing and mental/behavioral health partners.¹⁴

¹³ [The Sequential Intercept Model \(prainc.com\)](https://prainc.com)

¹⁴ [Attachment-F-3-Proposal-Summaries-4-10.pdf \(ca.gov\)](#)

Themes - Challenges

During the stakeholder and community discussions, and the focus group polls, while there is a recognition of continuous improvement for the adult justice system in Solano County, challenges remain.

Systems Challenges:

There was consensus that additional services were needed in:

- ✓ Housing – at all levels with a focus on permanent housing and home ownership
- ✓ Mental Health (both in custody and community-based)
- ✓ Substance Use Disorder (especially for co-occurring)
- ✓ Bilingual Services

Additional challenges voiced:

- ✓ There is a lack of a single data system. Agency/Department systems don't communicate and aren't able to measure outcomes consistently. Smaller CBOs are at a disadvantage because they are less likely to have sophisticated data collection to measure impact.
- ✓ Points of contact within systems/organizations change frequently due to turnover, promotions, rotation which make it difficult for overarching collaborations and consistency.
- ✓ There can be difficulty in attracting Community Based Organizations (CBO) because of the size of the County and there are not enough resources for CBOs.
- ✓ There is not enough community involvement in CCP.
- ✓ There is a need for more collaboration, joint planning and strategy development in CCP.
- ✓ While agencies work well together there are still siloes/cylinders of excellence.
- ✓ There can be a delay in getting an appointment to renew medications which can result in interruption of medications (medical and/or mental health).
- ✓ Staffing challenges continue to exist (e.g., MH has roughly 20% vacancy rate, with half of those being direct service providers such as clinicians.)
- ✓ Challenges to navigate the system due to personal limitations or lack of process knowledge.

Stakeholders and Participants of Services:

The three highest areas noted in the stakeholder polls as “needing work” included:

- ✓ Understanding cultural/racial and gender differences (58%)
- ✓ Understanding of the effects of rural/urban differences (52%)
- ✓ The involvement of the community to support reentry/reintegration (50%)

Understanding Cultural/Racial and Gender Differences

Stakeholder poll participants ranked ***understanding cultural/racial and gender differences*** as the highest area of need with 58% of the respondents ranking it as “needs work.” One-third of the lived experience focus group participants also rated this as “needs work.”

Comments from participants cited a need for expanded culturally responsive services and that bilingual services were needed to improve equal access to services. There was a sentiment that there is a lack of understanding of cultural

competency overall in the County, a need for improved representation, an understanding that the risk for persons of color is real, and that individuals have real experiences and real fear. The need for further education within the system to deal with bias and implicit biases that impact disproportionality (e.g., policies and practices) was suggested by participants. It was noted that Probation is working with tribal communities on the juvenile side, which was seen as a strength and perhaps relationships could be leveraged to aid the adult system.

Understanding Rural/Urban Differences

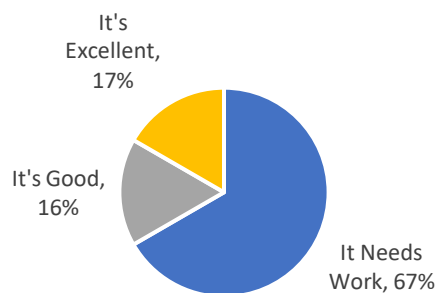
Understanding the effects of rural/urban differences was the 2nd highest need area noted by stakeholder poll participants with 52% rating it as “needs work”. Half (50%) of the lived experience focus group participants also gave this rating.

This feedback from participants primarily revolved around inequities in service access in rural communities. Transportation challenges and time were cited as barriers to access services are currently more clustered around larger cities/towns. It was noted in the lived experience focus group that getting to services can be a challenge in terms of scheduling, public transportation availability and/or that public transportation is not always safe.

Community Involvement to Support Reentry/Reintegration

Stakeholder poll participants ranked community involvement in reentry/reintegration as the third highest area of need with 50% rating the overall adult justice system as “needs work”.

How well overall were you connected to community supports when you were released and while on probation?



Community support and connection upon release and during probation was rated as **the area of most need by the focus group of individuals with lived experience**. Two-thirds (67%) of the respondents stated that it “needs work.”

“We need to do a better job of working with communities sooner and identify individuals in the community who can represent the community to be a legitimate voice and serve as a bridge.”

- *Focus Group Participant*

Other challenges voiced by individuals with lived experience included:

- ✓ Some providers are not invested in helping individuals.
- ✓ Obtaining/maintaining rental housing (stigma, criminal history)
- ✓ Being released without identification (ID, SS #, driver’s license)
- ✓ Because of criminal record, some participants feel penalized even when successful for several years. Obtaining a certificate of rehabilitation or expungement are difficult processes.
- ✓ Program availability (e.g., need on the weekends and to account for schedules and taking care of families).
- ✓ Services for families are needed.

Themes - System Gaps

As part of the plan preparation process, stakeholders, interviewees, and focus group participants were asked to identify system gaps. These primarily clustered around two main topics: System Service Gaps and Other System Gaps.

The identified system gaps for services were generally aligned with identified challenges and included:

- ✓ The lack of affordable, stable housing was consistently voiced as a significant system gap as was substance abuse disorder and mental health services.
- ✓ Participants voiced a need for prevention services and family centered services which would incorporate the needs of clients and families.
- ✓ Lack of identification (ID) upon release from custody was voiced as a barrier for both stakeholders and individuals with lived experience. As a focus group member stated, "Without proper identification you can't get a job, a place to stay, and your family can be without food and basic needs."
- ✓ Services led by neighborhood leaders, persons with a lived experience, and community supports with increased representation of demographics of system-involved individuals are not as robust as desired.
- ✓ Though some progress has been made (e.g., Men's Empowerment Group and R&R in Spanish), additional culturally responsive and bilingual services were identified as a need.
- ✓ Lack of day care is a barrier to services at times for clients who must choose to miss class/work or bring child.
- ✓ Participants voiced a desire for more services for young adults (e.g., 18-28) to include wraparound services, certifications, and education.
- ✓ Program offerings for families and partners so they understand some of the changes and lingo.

Other identified system gaps included:

- ✓ There is an opportunity for CCP to have a bigger role in strategic planning, coordination, data sharing, communication, priority setting and a budget that aligns with those priorities.
- ✓ Opportunities for true community connection and engagement.
- ✓ There is a lack of data sharing and lack of ability to interface between and amongst agencies and organizations.
- ✓ Participants voiced a need for more resource integration and resource sharing. Sometimes agencies apply for grants for the same issue. Opportunities exist for more education on overarching topics such as workforce issues, and behavioral health which will benefit clients.
- ✓ Need for additional validated assessments for violence, trauma, suicide risk.
- ✓ There's a need for additional alternatives to custody (e.g., treatment, work furlough, electronic monitoring)

Goals for 2024 and 2023 Accomplishments

Goal #1: Strengthen and Expand Upon Existing Relationships

2024 Objectives:

Overarching System Supports

- Include CCP Planning Sessions Throughout CY 2024 to identify and prioritize focus areas based on goals and objectives.
 - Allow for increased participation and buy-in amongst agencies with more conversations and feedback.
 - Solidify CCP's strategic vision - "who we want to be and where we want to go collectively".
 - Establish onboarding and orientation for new CCP members to increase understanding, buy-in, opportunities for contributions, and clarity on roles and responsibilities.
- Establish consistent point persons with Probation and amongst partners and consider mechanisms to share information (e.g., roundtable of departments or via subcommittee of CCP).
- Continue work with Proposition 47 and IMPACT projects (and associated workgroups/CORES) to strengthen reentry practices, set individuals up for success, and ensure key transition points are seamless (e.g., connection to services before release, continuity of medications).
- Establish a mechanism to expand access to training on topics such as Motivational Interviewing, Trauma-Informed Care, and Cultural Competency to gain greater consistency in common language and shared definitions.

2023

Accomplishments

The Council on Reentry Solutions continued to meet and serve as the advisory group for the Proposition 47 project. CORES will be more involved in continuous improvement of reentry needs.

Probation is launching an Advanced MI Course kick off to reinvigorate the Personal Mastery project in November 2023.

All Probation program staff will be fully trained in all primary interventions by the end of the year to include Thinking for a Change, Reasoning and Rehabilitation, Motivational Interviewing (Intro and Advanced), and Strength-Based Case Management.

Vocational training opportunities were increased via Rourk program.

Solano County Behavioral Health's increase in housing funds have allowed growth for housing and homeless services to move to a contracted provider via RFP with Housing First expertise to increase housing, support best practices in transitions and better building of self-sufficiency.

Goal #2: Expand, strengthen, and increase services to meet identified system needs.

2024 Objectives:

- Establish a process to allocate a portion of the unexpended AB109 funds to further invest in community-based organizations and communities (e.g., mini-grants) to increase the timeliness of connection to services such as:
 - Substance Use Disorder (SUD) Services and Mental Health Services
 - Involvement of Persons with Lived Experience – System Navigation Role & Mentoring
 - Strengthening Family/System Approach with Families/Supports of the Referred Individual
 - Addressing needs/gaps for culturally responsive services including expanded access to services for Spanish speaking individuals.
- Integrate results of Sequential Intercept Mapping (SIM) process to guide resources.
- Locate and source site for separate CPC location in proximity to existing office in Fairfield as a resource for those releasing after hours from jail/custody.
- Complete implementation of Medi-Cal enrollment in jail (scheduled to occur between October 2023 and March 2024).
- Implementation of the Sheriff’s Office Jail MH Re-Entry Program.
- Continue investment and coordination across departments in housing and homeless services while further exploring options for dedicated housing units.
- Continue implementation work on Mobile Probation Unit to include process for procurement of vehicle. This project should address some of the challenges/service gaps in reducing transportation barriers, serving the chronically unhoused population, and reducing the challenges for services in more rural communities.
- Evaluate the need for a formal mechanism structure and process to support capacity building with community-based organizations to include contract/fidelity reviews and community-based training. (e.g., additional staff, or a hub/spoke arrangement)
 - Provide training/support for CBO’s and expand current capacity.
 - Establish common language and objectives.

2023 Accomplishments

The Rourk Center served both in custody and probation populations and expanded vocational services.

Solano County Health and Social Services was awarded a Proposition 47 Grant to expand services by the Board of State and Community Corrections. As part of this work, a resource and barrier removal unit has been established.

Solano County Probation received grant funding for a Mobile Probation Unit (MPU). MPU will serve adult clients that are: a) transient/unhoused; and/or 2) struggling to meet probation requirements in Fairfield, Vallejo, and Vacaville. The MPU will provide accessible services where clients are, removing transportation/access barriers, increasing client/PO contact and client compliance, especially for unhoused, transient, and isolated clients who lack transportation. The MPU will also assist clients connect to nearby community supports and resources through well-established community partnerships that include housing and mental/behavioral health partners.

Solano County was chosen to participate in the John D. and Catherine T. MacArthur Foundation’s Safety and Justice Challenge: IMPACT Network. This participation includes technical assistance to advance criminal justice systems improvement and includes a facilitated Sequential Intercept Mapping (SIM) workshop which will help the County identify available resources, determine gaps, and plan for community change. This will be instrumental in focusing on areas of the County’s greatest needs.

Goal #3: Further refine data measures to determine impact and system needs.

2024 Objectives:

- Continue participation in the Safety and Justice Challenge: IMPACT Network and participate in the Sequential Intercept Mapping (SIM) project. As part of this work, evaluate data pertaining to Racial and Ethnic Disparities (RED) and the need for additional gender and culturally responsive programs/approaches. The SIM will help the County identify available resources, determine gaps, and plan for community change. This will be instrumental in focusing on areas of the County's greatest needs.
- Reconvene the CCP Data Workgroup which had been approved by the CCP (pre-COVID) to make recommendations to the full CCP on:
 - Establishing a set of standards to define what will be measured, how it is measured, and by whom it is measured.
 - Establishing a mechanism for systemic program evaluation and outcome measures for internal programs and contracted services.
 - Determining the need for a contracted criminal justice researcher to augment existing capacity.
- Continue the implementation plan for data management system to include assessment management and program management functions and establish a vendor portal, where contracted programs will be able to enter data (e.g., attendance, completions, outcomes) which will become part of the data record for the system.

2023

Accomplishments

In 2023, the Beyond the Arc evaluation of the Centers for Positive Change (CPC) concluded. This evaluation demonstrated positive impact and reduction in recidivism for individuals who completed the CPC program.

The CCP enlisted a consultant to solicit feedback from stakeholders, which included mechanisms to reflect system needs.

As noted in Goal #2, Solano County was selected to participate in the John D. and Catherine T. MacArthur Foundation's Safety and Justice Challenge: IMPACT Network. This network not only helps communities assess available resources and determine system gaps in a methodical way, but it also helps jurisdictions "rethink local justice systems from the ground up, with forward-looking, smart solutions that are data-driven, equity-focused, and community-informed, and that safely reduce jail populations, eliminate ineffective and unfair practices, and reduce racial disparities."

Goal #4: Establish a mechanism for increased community involvement and engagement.

2024 Objectives:

- Establish CCP Subcommittee or Workgroup to develop a plan to engage the community in meaningful and ongoing way (e.g., a Community Advisory Board (CAB)) to include:
 - Seeking out and connecting with California Counties with an existing CAB¹⁵.
 - Establishing a mechanism to include the voice of community and individuals with lived experience.

2023 Accomplishments

As part of the 2023 Realignment Report, the CCP enlisted the work of a consultant who held preliminary focus groups to gain broader input from community and stakeholders. The data collected during these events, reinforced the need (and desire) for increased community engagement and involvement. Advocates, community-based organizations, citizens, and a variety of stakeholders cited that this could be a great area for continuous improvement and would greatly benefit both community and clients. Persons with lived experience voiced a particular desire for enhanced community and family involvement as well as a mechanism for a system navigator (preferably one with lived experience) to help match up local services and to advise on potential pitfalls.

In August of 2023, representatives from Probation attended a regional Community Advisory Board convening in Contra Costa County along with representatives from Alameda County, Contra Costa County and San Francisco County, all who have some form of a

¹⁵ [Community Advisory Board | Contra Costa County, CA Official Website](#) and Alameda County: [Alameda County Boards and Commissions \(acgov.org\)](#)

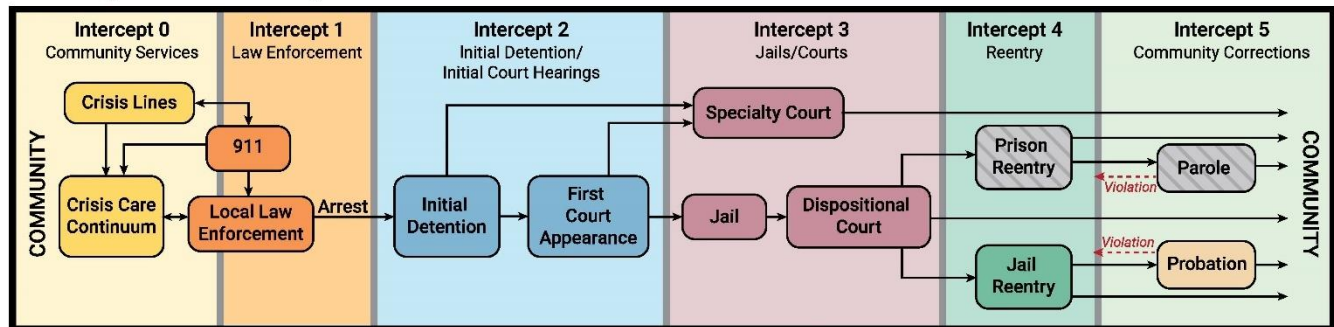
Appendix

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

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