# Kentucky's Justice Reinvestment Initiative

Second Presentation to the Domestic Violence Working Group

2024







#### **Overview**

1 Civil Protective Order Analysis

4 Supervision Analysis

**2** Criminal Cases Analysis

5 Responses to Individuals Committing DV

**3** Prison Analysis

#### Last time we discussed:



Prevalence of DV in the commonwealth



JC-3 forms submitted to KSP by local law enforcement



DV trends in NIBRS reported crime data



Services available to victims within the commonwealth



Law enforcement's experience in responding to DV



Victim demographic information

#### Today we'll discuss:



Criminal and civil protective order data and practices



Responses from focus groups with probation officers



Responses from focus groups with judges and BIP providers



Observations from visits to local jails and reviewed jail practices

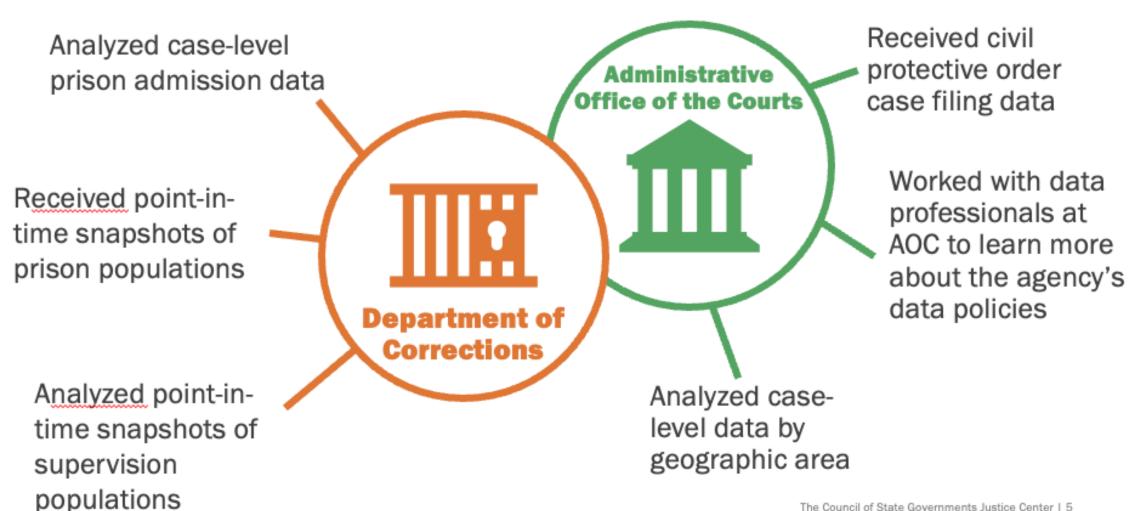


DOC data analysis (prisons and supervision)



Recommendations for the commonwealth

#### CSG Justice Center staff have been analyzing data provided by the Department of Corrections and judicial branch.



## Today's presentation also includes information collected from a variety of focus groups and stakeholder meetings.





**Probation officers** 



**Judges** 



**BIP** providers



**People who are incarcerated** 



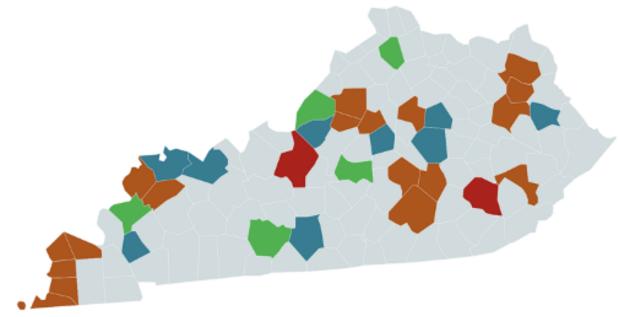
**Jail staff** 



**Victim groups** 

# CSG Justice Center staff have connected with stakeholders across the commonwealth to learn more about the day-to-day impacts on the criminal justice system.

#### Map of Stakeholder Engagement



CSG Justice Center staff engaged with more than 150 individuals across 34 counties, gaining valuable insights into the regional differences and unique challenges each area faces.

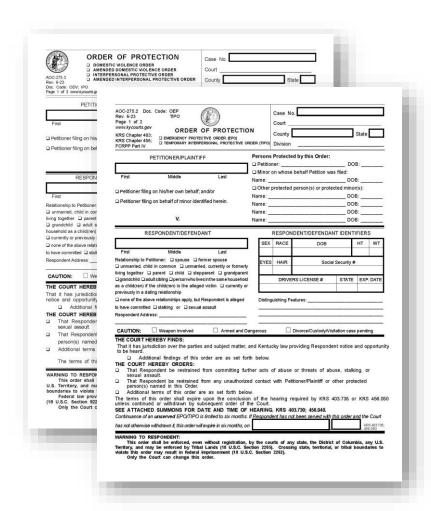


<sup>\*</sup>When visiting jails and probation offices, staff took opportunities to meet with incarcerated individuals and those under supervision

# Civil Protective Order Analysis

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## In Kentucky there are several types of civil protective orders (CPO).

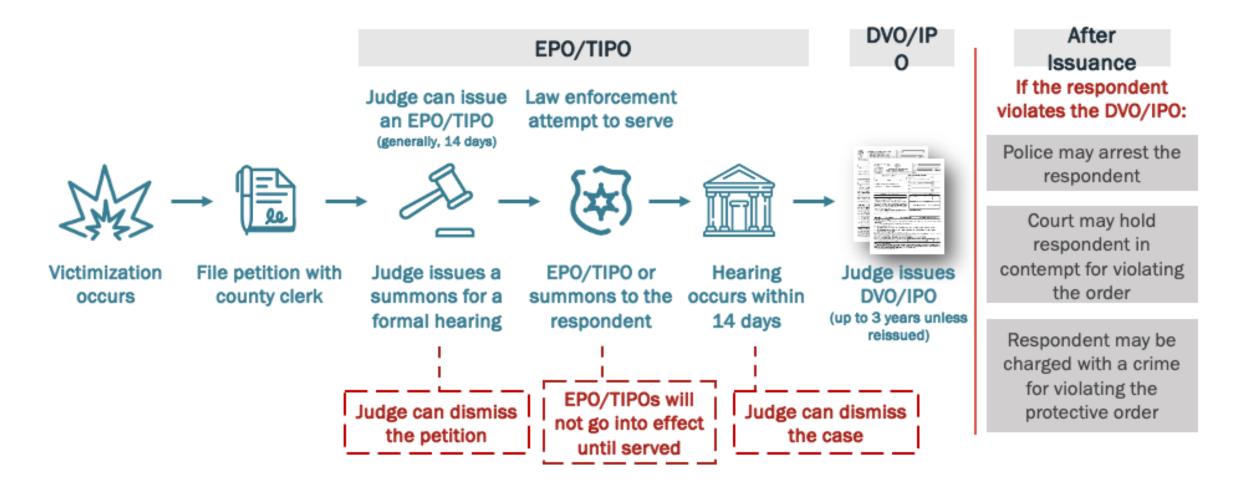


Emergency protective orders (EPOs) and temporary interpersonal protective orders (TIPOs) are short-term protections designed to stop violence and abuse until a hearing can be held by the court, generally within 14 days.

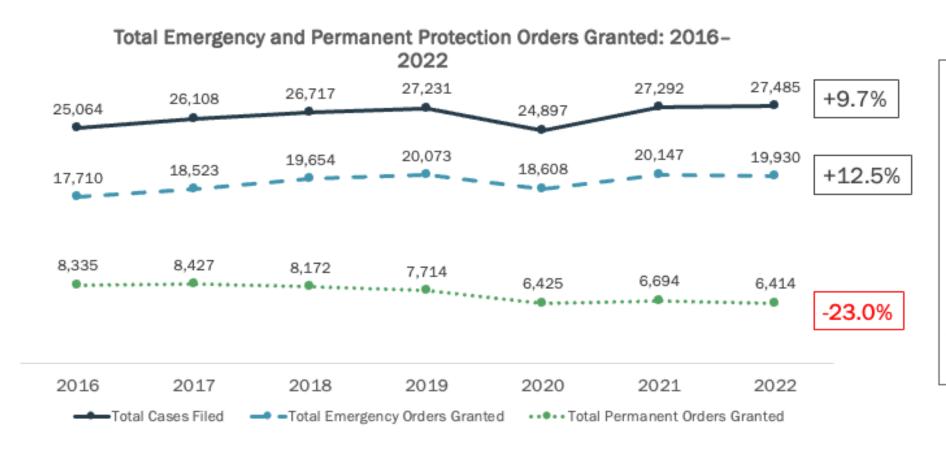
Domestic violence orders (DVOs) and interpersonal protective orders (IPOs) are long-term protections that can last up to 3 years after a court hearing.

When not referring to these orders specifically, we will be using the term civil protective order (CPO).

#### How protective orders are obtained in Kentucky.



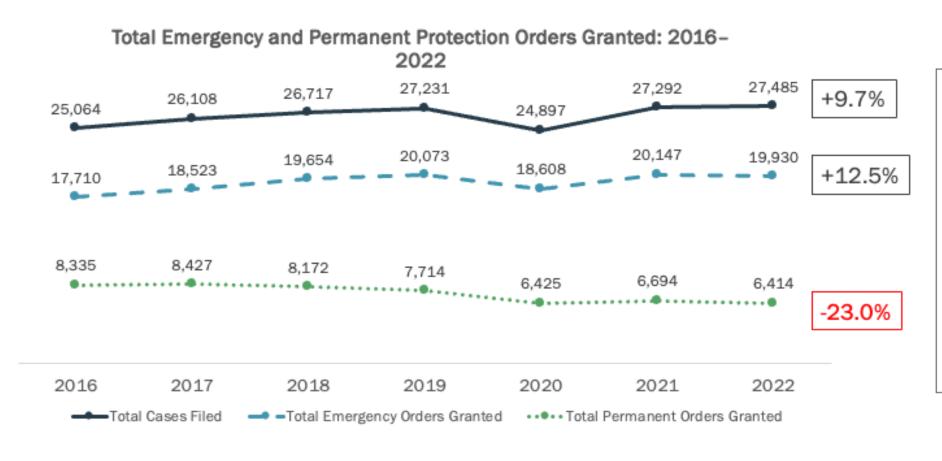
# While there has been an increase in recent years in case filings and temporary protective orders, the number of granted permanent orders has declined.



This chart combines both regular domestic violence protective orders (EPOs/DVOs) and interpersonal protective orders (TIPOs/IPOs).

Subsequent slides will separate the two, as trends vary by type of protective order.

# While there has been an increase in recent years in case filings and temporary protective orders, the number of granted permanent orders has declined.



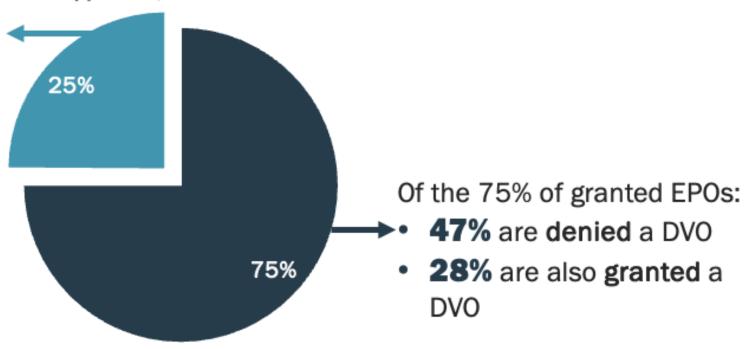
This chart combines both regular domestic violence protective orders (EPOs/DVOs) and interpersonal protective orders (TIPOs/IPOs).

Subsequent slides will separate the two, as trends vary by type of protective order. Emergency protective orders (EPOs) are granted in 75 percent of domestic violence cases, while permanent orders (DVOs) are granted 30 percent of the time.

Domestic Violence Protective Orders, Filings and Approvals, 2016–2022

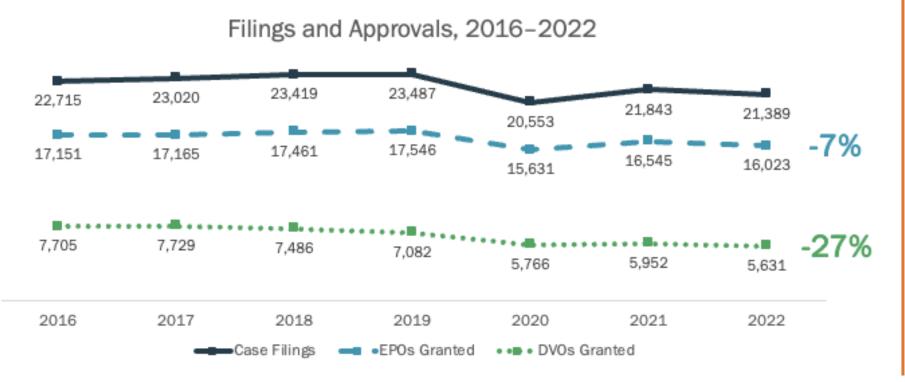
Of the 25% of denied EPOs:

- 23% are also denied a DVO
- 2% are granted a DVO



#### The granting of emergency protective orders and permanent protection orders has declined 7 percent and 27 percent, respectively.

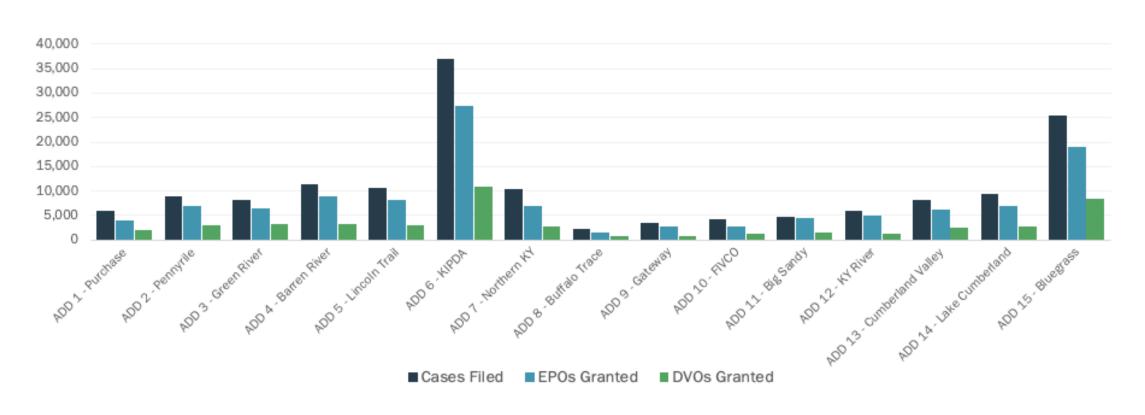
#### Domestic Violence Protective Orders



It is unclear in the administrative data why the number of permanent protective orders being granted to victims has been declining in recent years.

#### The percentage of EPOs and DVOs granted by civil courts varies across Area Development Districts (ADDs).

Domestic Violence Protective Orders by ADD: 2016–2022





#### Judges know their communities and what barriers exist for people seeing protection.

#### **Multilingual Communities**

- As communities become more diverse, the courts are establishing ways to address language barriers for people seeking protection.
- Most judges indicated that interpreters were regularly available, and many had begun translating court documents.
- However, there were concerns about whether legalese was adequately translated.

#### **Lack of Resources**

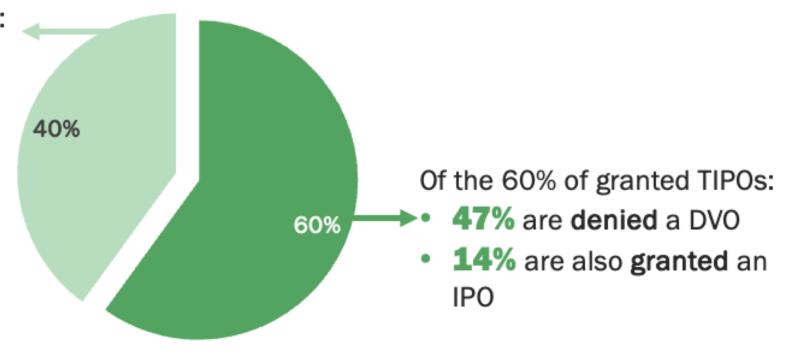
- Many judges we spoke with indicated that they were in small rural communities.
- Due to their small sizes, a majority of areas were lacking in resources for victims seeking protection.
- In several areas, services were far away, requiring victims to travel miles.

#### Only 17 percent of permanent interpersonal protective orders were granted from 2016 to 2022 compared to 60 percent of temporary protective orders.

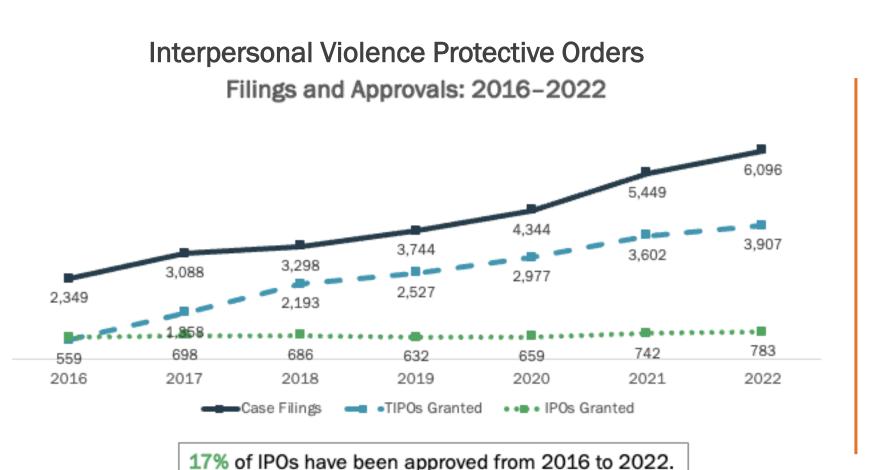
Interpersonal Violence Protective Orders Filings and Approvals: 2016 - 2022

Of the 40% of denied TIPOs:

- 36% are also denied an IP0
- 3% are granted an IPO



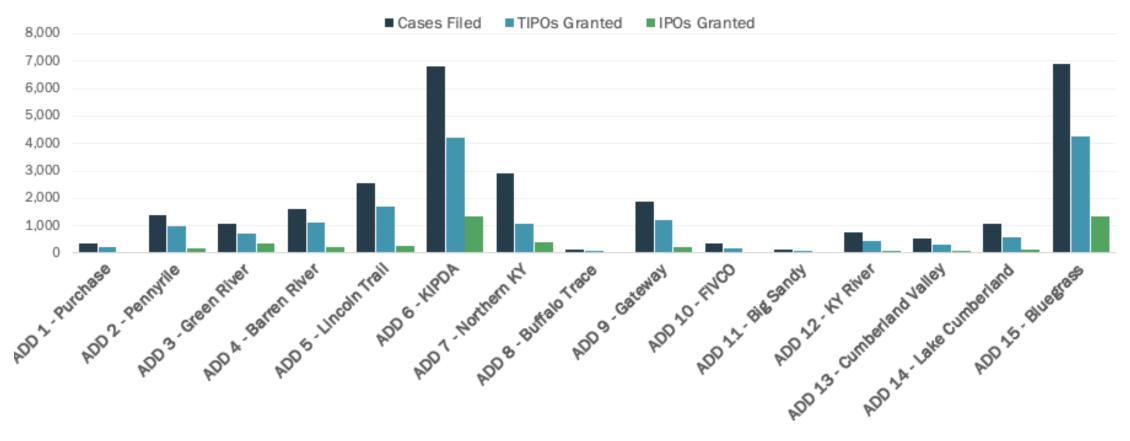
#### **Emergency interpersonal protective orders have kept pace with the** 160 percent increase in case filings, but only 17 percent of permanent interpersonal protective orders are being granted.



The ability to file interpersonal protective orders expanded the pool of people able to file complaints against people who commit abuse to individuals in a relationship.

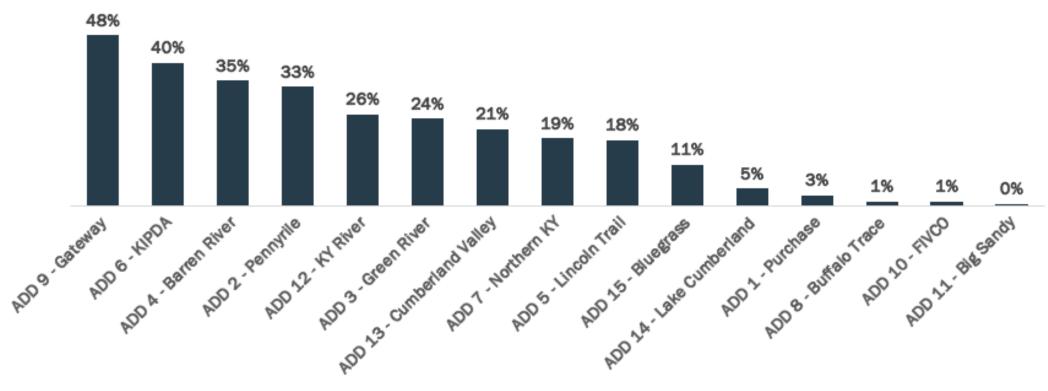
Area Development Districts (ADDs) vary even more in the percent of TIPOs and IPOs granted out of all cases filed in civil courts.





Administrative data for civil protective orders suggests that only a few jurisdictions are making use of additional tools to protect victims.





The availability of firearms and the occurrence of strangulation and sexual violence all significantly increase the likelihood of intimate partner homicide.

When a person involved in domestic violence has access to firearms, the risk of fatality for the victim is dramatically Access to increased. **Firearms** There is a strong overlap Any history of **strangulation** between sexual and increases the risk of more severe domestic violence, with Sexual Strangulation violence or homicide by the many survivors facing both as Violence intimate partner. part of a broader pattern of control and coercion.

Research shows that when an individual involved in DV has access to firearms, the risk of fatality for the victim is significantly heightened.



When an abusive partner has access to a firearm, a DV victim is 5 times more likely to be killed.



Each year, more than 750 American women are killed by intimate partners with firearms—about one every 12 hours.



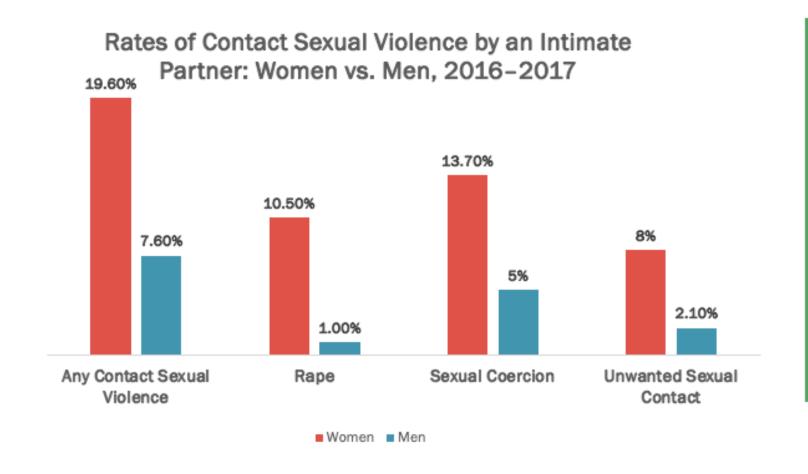
Firearms are used in more than 60 percent of all intimate partner homicides in the United States; women are the victims in over 75 percent of these gunrelated killings.



DV assaults involving a firearm are 12 times more likely to result in death than those involving other weapons or physical force.

Approximately 25 million U.S. adults have experienced firearm abuse by an intimate partner.

#### Across the country, women and men report experiencing contact sexual violence by an intimate partner in their lifetimes.



Research highlights a significant overlap between sexual violence and domestic violence, with many survivors experiencing both forms of abuse, often as part of a broader pattern of control and coercion.



## Judges in Kentucky receive yearly training, which most agreed has included some level of domestic violence training, but they want additional resources.

While open to more DV-related training, judges were divided on the type of training they should receive.

- Most of the judges used their yearly judicial college as the main opportunity to receive training.
- Judges receive training focused on the cases they typically heard based on the type of court they preside over.
- While DV was included in all training, district and circuit court judges didn't receive the same level as family court judges.

#### **Key Takeaways**



There's been a noticeable increase in people asking for legal protection, as seen in the rise in cases and temporary protection orders.



Judges highlighted several challenges in their ability to process DV cases, including language barriers, limited resources in rural areas, and difficulties accessing necessary services.



Despite the growing number of cases, many people remain without long-term protection due to the low approval rate for permanent orders.

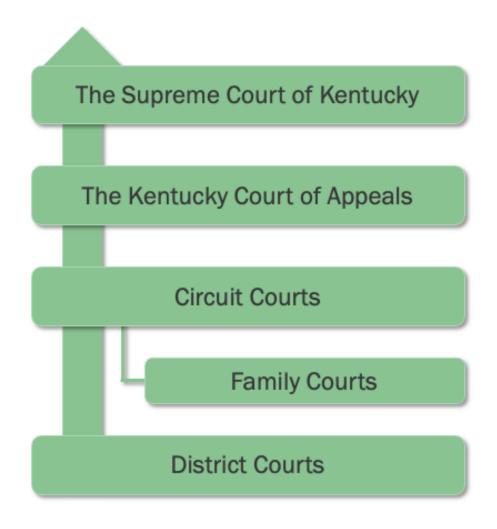


Limited use of tools (like weapon surrender orders) highlights missed opportunities to protect victims.

# Criminal Cases Analysis

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## Cases involving domestic violence are generally heard in circuit courts or district courts.

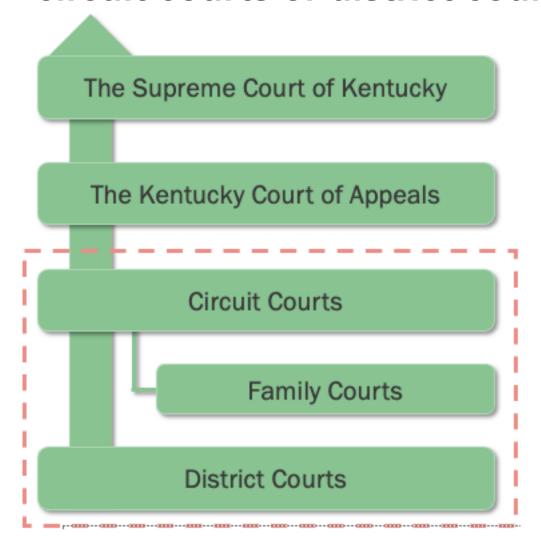


**Circuit courts** are courts of general jurisdiction, hearing all cases not exclusively given to other courts. These cases generally range across capital offenses, **felonies**, divorces, adoptions, and property disputes.

**Family courts** are a division of circuit courts that have primary jurisdiction over cases involving families and children. Where present, family courts generally have civil jurisdiction over domestic violence cases.

**District courts** are courts of limited jurisdiction, handling cases ranging from juvenile matters, city and county ordinances, **misdemeanors**, traffic offenses, probate, and small claims.

## Cases involving domestic violence are generally heard in circuit courts or district courts.



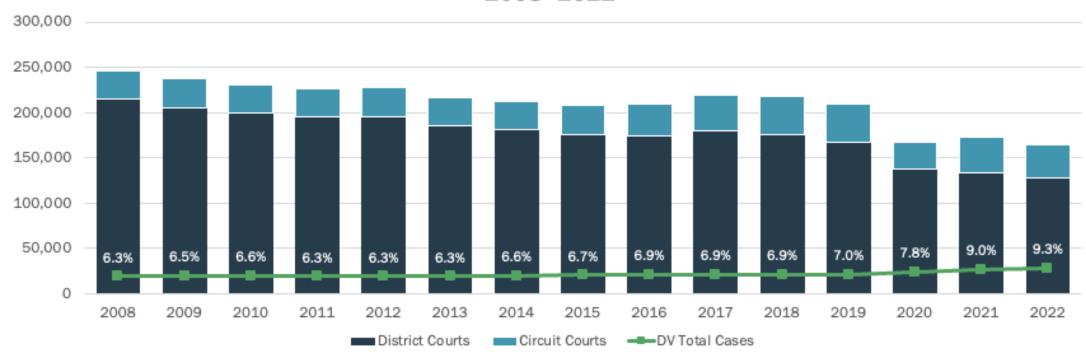
*Circuit courts* typically hear most requests for civil protective orders, both emergency and permanent.

Currently, *family courts* serve 71 of Kentucky's 120 counties. In counties with a family court, those courts have jurisdiction over civil protective orders.

In *district courts*, cases involving domestic violence are generally found in misdemeanor cases and some requests for interpersonal protective orders. Domestic violence cases that originate in district courts can be transferred to circuit courts if the offenses charged are at a felony level.

#### In recent years, cases involving domestic violence comprise 9 percent of all cases filed in district and circuit courts.





# From 2008 to 2022, courts in Kentucky secured convictions annually in approximately 8,450 cases involving domestic violence charges.

Criminal Case Filings Involving Domestic Violence in District and Circuit Courts: 2008–2022

223,134

Cases filed that included at least one DV offense

Almost 57% of cases where DV charges were filed resulted in a conviction.

126,755

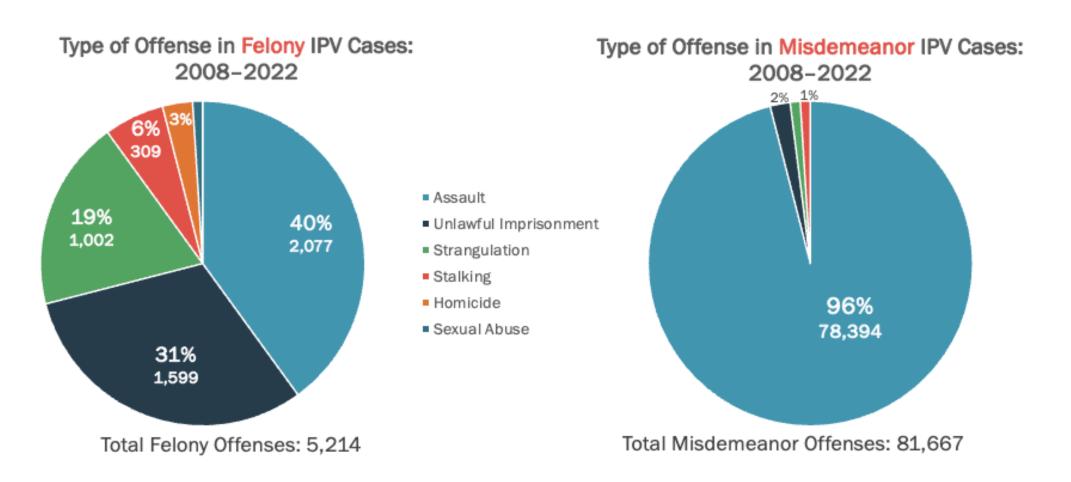
Convictions in cases that included at least 1 DV offense at the time of case filing (~ 8,450 per year) In cases where convictions were secured, the convictions included the DV charge in approximately 73% of cases.

92,927

Cases that included conviction of a DV offense (~ 6,195 per year)

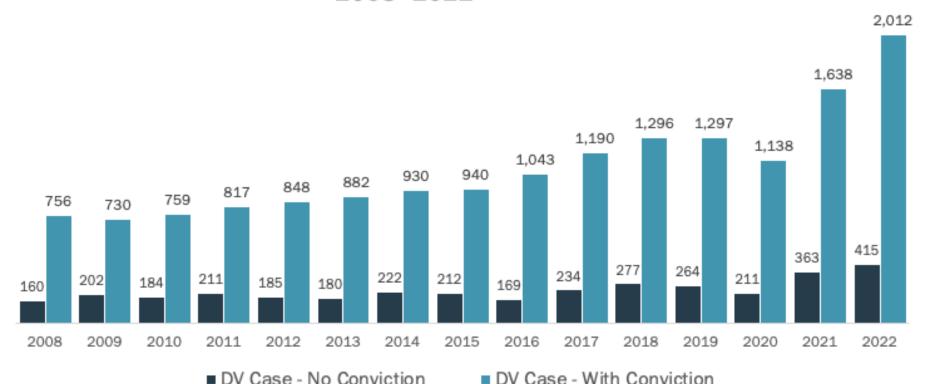
 $(\sim 14,875 \text{ per year})$ 

## For the 86,881 IPV charges where a conviction was secured between 2008 and 2022, the most common offense type was assault.



## Convictions in circuit courts for felony cases involving domestic violence offenses have more than doubled since 2008.

#### Circuit Court Case Dispositions with DV Charges 2008–2022



More cases involving DV are being heard in circuit courts than ever before in Kentucky, with convictions secured in 82 percent of case filings.

## Case filings and convictions in district courts for cases involving domestic violence offenses have declined since 2008.

#### District Court Case Dispositions with DV Charges 2008–2022



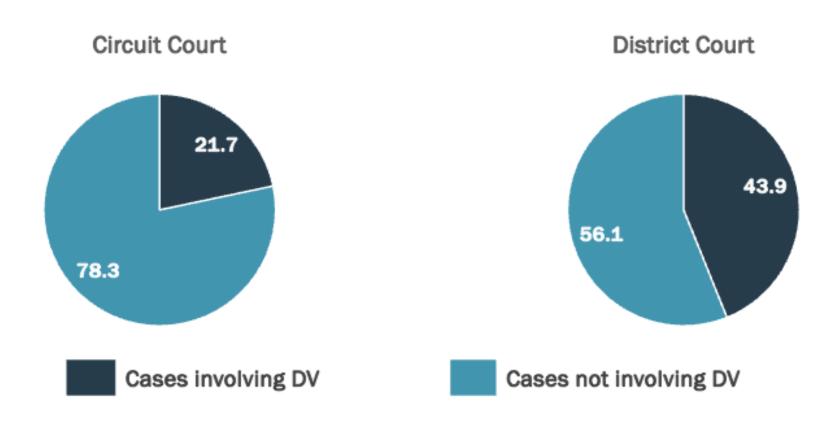
While felony DV cases in circuit courts have been increasing, DV cases filed in district courts have been declining since 2008.

In terms of numbers, the volume of DV-related filings in circuit court have offset the decline of DV-related filings in district court.

Note that this chart includes over 1,000 cases per year that are filed in district court and subsequently transferred to circuit court for prosecution.

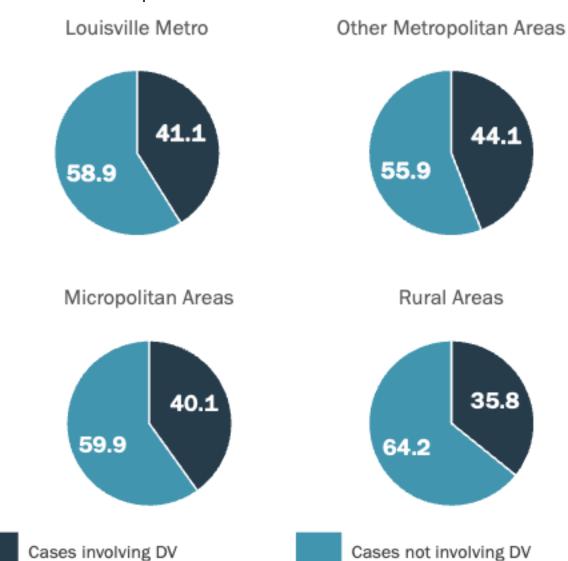
#### Less than a quarter of violent cases in circuit courts involve domestic violence, but 44 percent of cases in district courts do.

Proportion of DV Cases Out of All Violent Cases: 2008–2022



In Kentucky, rural and micropolitan areas have similar rates of cases involving domestic violence.

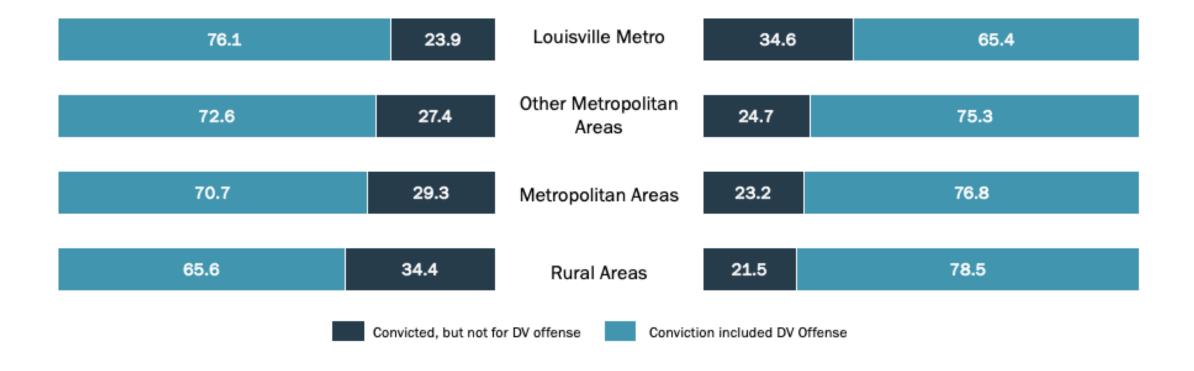
### DV Cases Disposed Out of All Violent Cases by Population Size: 2008–2022



#### Convictions include a DV offense in 71 percent of circuit court DV cases and 74 percent of district court DV cases.

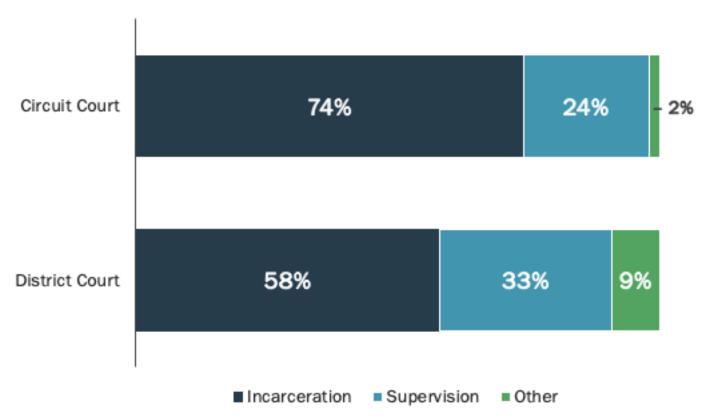
Circuit Court Convictions in DV Cases 2008-2022

District Court Convictions in DV Cases 2008-2022



### 60 percent of cases with DV convictions involve sentences to incarceration.



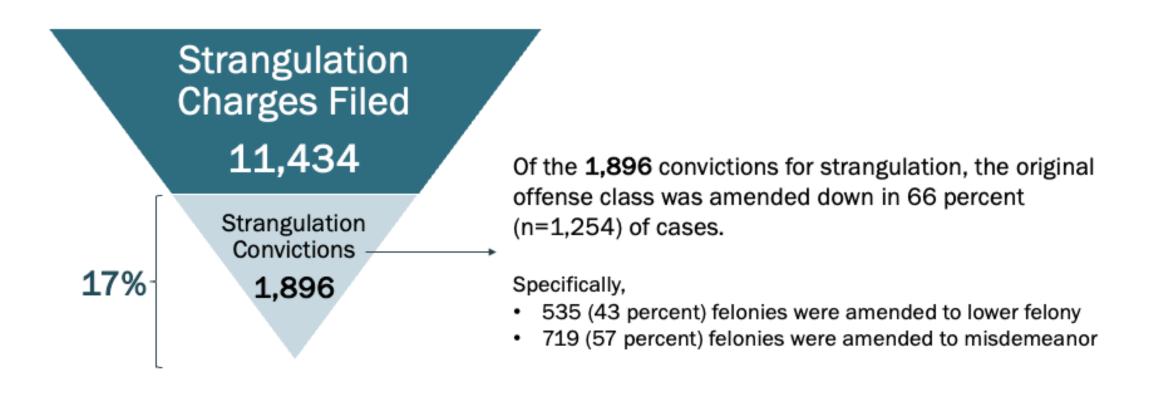


Overall, 60 percent of cases with DV convictions involve sentences to incarceration as the most serious disposition:

- ✓ Approximately 510 people are sentenced to prison annually.
- ✓ Approximately 3,115 people are sentenced to jail annually.

Supervision often follows a sentence to jail in DV cases.

# Strangulation convictions were secured in only 17 percent of all strangulation charges filed under KRS §508.170.



Strangulation is an important factor in domestic violence cases, as it is a particularly dangerous and potentially lethal form of abuse.



One study found that 97 percent of strangulation victims in intimate partner violence had significant lethality risk.



Similarly, in cases of attempted homicide by an intimate partner, 45 percent of victims had been strangled prior to the attempt.



A study of homicide victims killed by an intimate partner found that 43 percent had been non-fatally strangled by their partner before their murder.

# Kentucky created a new statute, KRS §508.170, to differentiate strangulation from other types of assault.

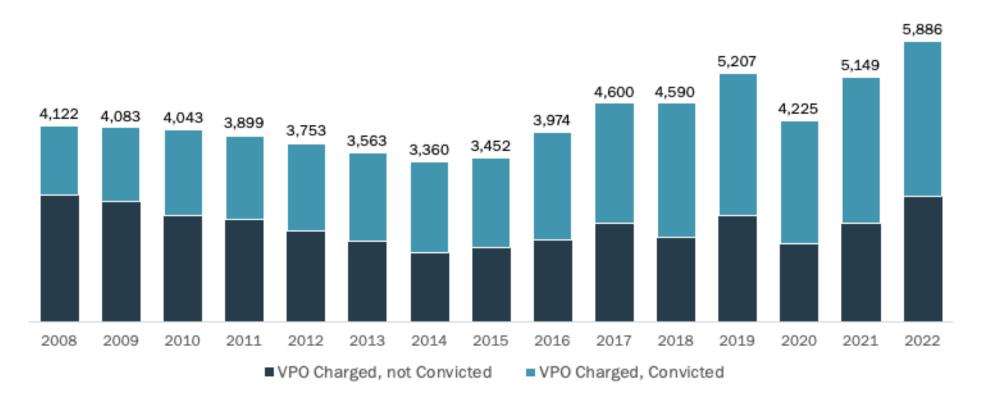
Prior to 2019, strangulation had been prosecuted in Kentucky as an assault under various offense codes. A specific offense code to capture strangulation cases was created under KRS §508.170 in June 2019.

A person is guilty of strangulation when they impede the breathing or circulation of the blood of another person by:

- (a) Applying pressure on the throat or neck of the other person; or
- (b) Blocking the nose or mouth of the other person.

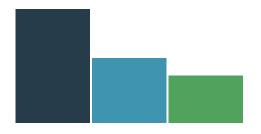
### Charges involving violations of protective orders (VPOs) have increased 43 percent since 2008.

### Charges Filed for Violations of Protective Orders 2008-2022



Convictions for VPOs have increased 124% since 2008.

### **Key Takeaways**



Less than half (42%) of all domestic violence cases lead to a conviction, which may highlight a gap in holding people who commit DV accountable.



Assault is the leading charge in domestic violence cases, followed by unlawful imprisonment and strangulation, which signals heightened risk of lethal violence.



Fewer domestic violence cases are filed in rural areas, which may suggest potential underreporting or insufficient access to legal resources in these regions compared to more urban areas.



Charges involving violations of protective orders (VPOs) have increased 43 percent since 2008

# Prison Analysis

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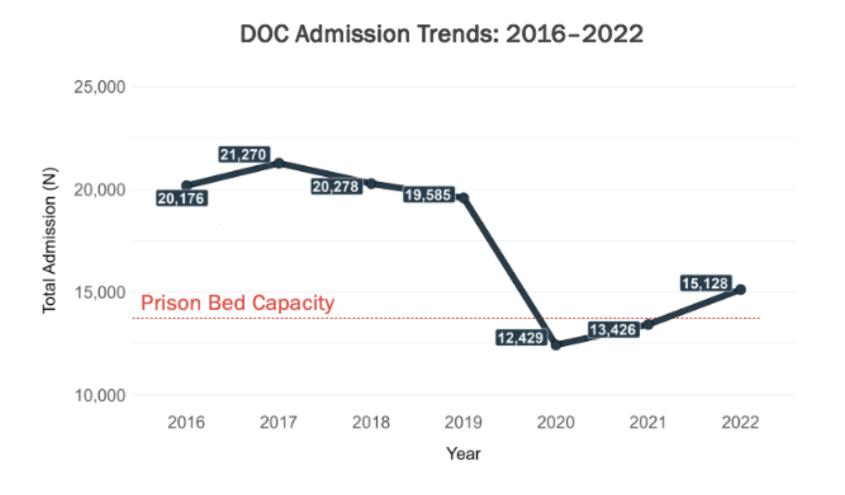
## The DOC's incarcerated population has been lower over the past few years compared to pre-2020 population levels.





Between 2016 and 2020, the DOC's incarcerated population had started to decrease, followed by a large drop due to the pandemic in 2020.

### The DOC population decreased significantly due primarily to a decline in admissions in 2020 and 2021.



25%

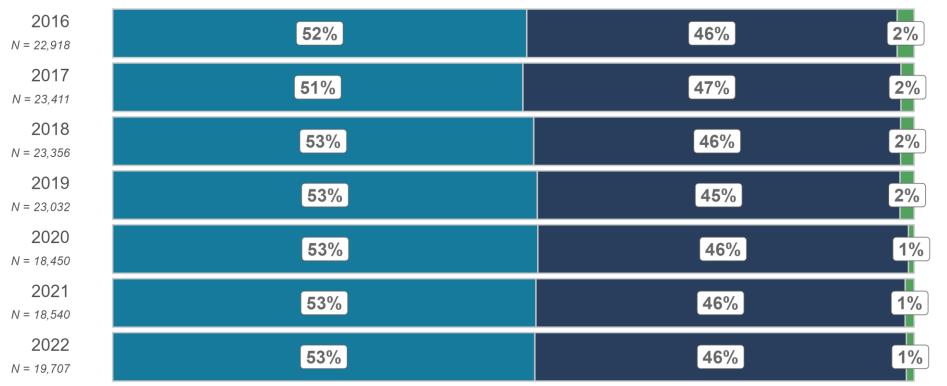
Decrease in DOC admissions from 2016 to 2022

The drop in admissions can be attributed largely to the COVID-19 pandemic, which disrupted justice systems across the country. Admissions have been increasing since 2020 as systems rebound.

# On average, 46 percent of the DOC population is housed in county jails while 53 percent is housed in prisons.

DOC Populations by Facility Type: 2016–2022

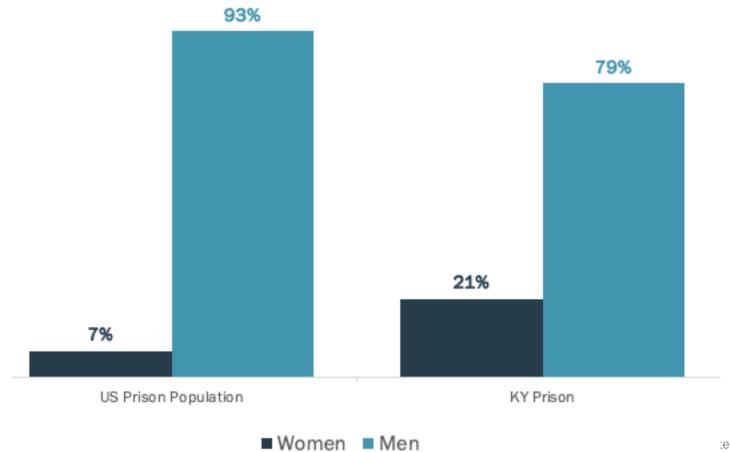




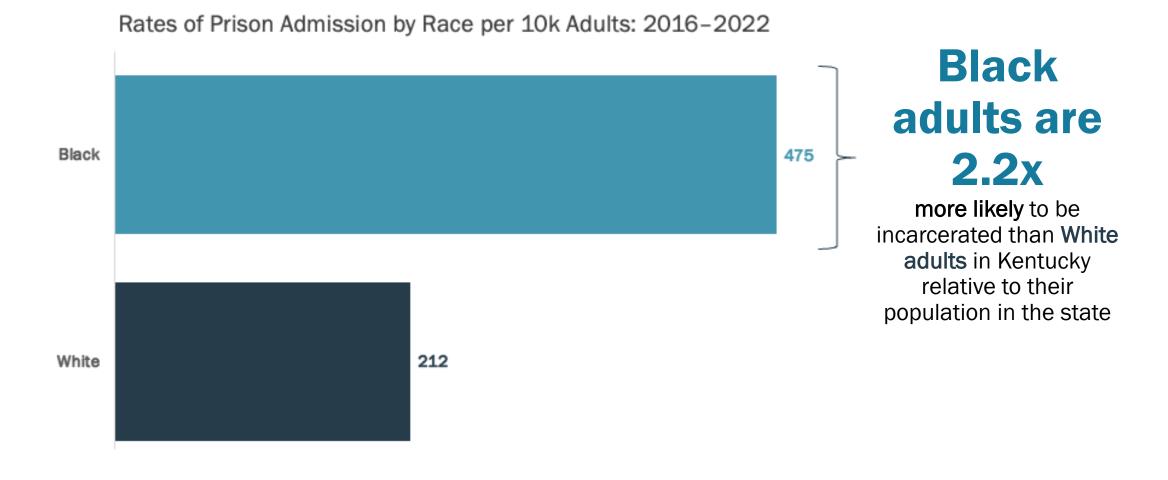
Almost half of people incarcerated and under the jurisdiction of the DOC are housed in county jails, where limited programming is available to meet the needs of this population.

# Kentucky incarcerates women at a higher rate than the national average for the female incarcerated population.

Overall Prison Admissions by Gender: 2016–2022



# Black adults are more than twice as likely to be incarcerated as White adults in Kentucky.



In 2022, more than one-third of all people admitted to **DOC** custody had prior domestic violence-related civil protective order involvement as either a defendant or plaintiff.

37%

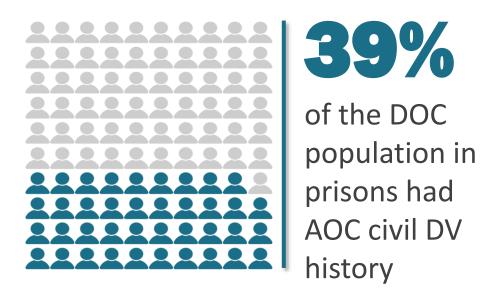
of all individuals admitted to DOC custody in 2022 had prior domestic violence-related civil protective order involvement.

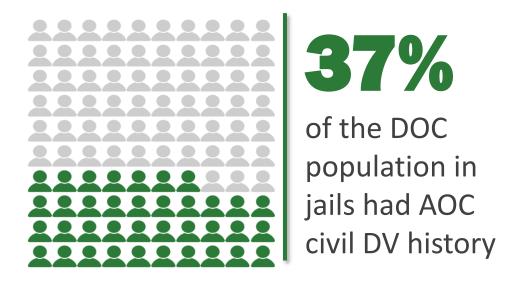
33%

had prior domestic violence-related civil protective order involvement as a **defendant**  **7**%

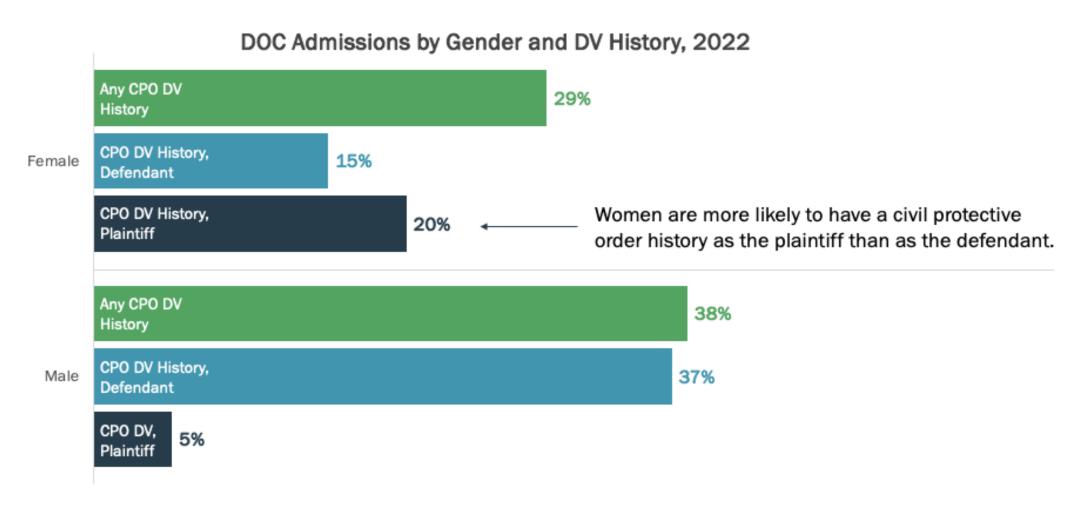
had prior domestic violence-related civil protective order involvement as a **plaintiff** 

People serving their sentence in prisons have a slightly higher likelihood of AOC civil DV history then those serving their felony sentence in jails.



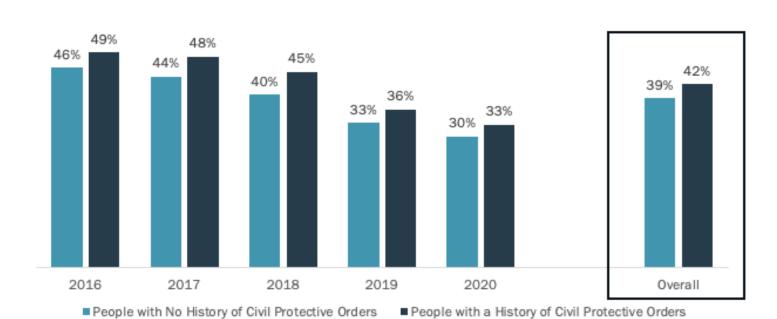


### Men admitted to prison are more likely than women to have a prior civil protective order (CPO), particularly as defendants.



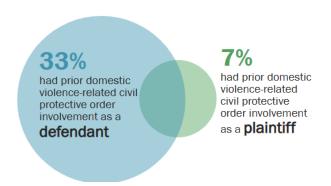
### An analysis of two-year reincarceration trends shows that people with a history of civil protective orders recidivate at a slightly higher rate than people without such history.

### Two-Year Reincarceration Rates for DOC: Releases for 2016-2020

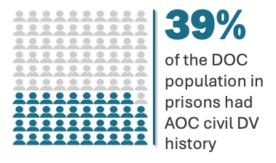


For each release year in the analysis, people with a history of civil protective orders are returning to DOC custody at higher rates than people without this history.

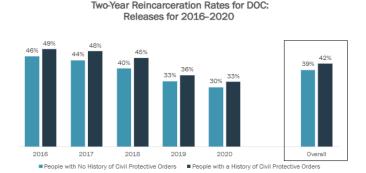
### **Key Takeaways**



37% of people admitted to the DOC have been involved in domestic violence protective orders before, either as the person accused or the person seeking protection.



On average, 46% of the DOC population is held in county jails, while 53% are in prisons. People in prisons are slightly more likely to have a history of domestic violence cases than those in jails.



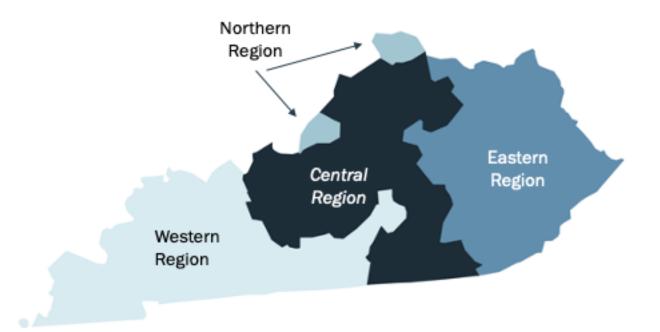
42% of people with a history of protective orders were sent back to prison, compared to 39% of those without such a history—a 3% difference.

# Supervision Analysis

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### The DOC operates 20 probation and parole districts across 4 regions.

### Map of KY Probation and Parole Regions



The DOC has a contract with Louisville to supervise individuals on Misdemeanor Intensive Probation (MIP), which allowed CSG Justice Center staff to analyze misdemeanor data in Louisville.

### In Kentucky, private probation companies provide courtordered probation monitoring services for low-level cases in at least 13 judicial districts.

Under Kentucky statute, a district court may require a defendant to undergo probation monitoring by a private agency in low-level cases (misdemeanors or traffic offenses) if it determines that doing so serves the best interests of both the defendant and the public.

These companies also provide other services that might be courtordered such as:

**Drug Testing** 



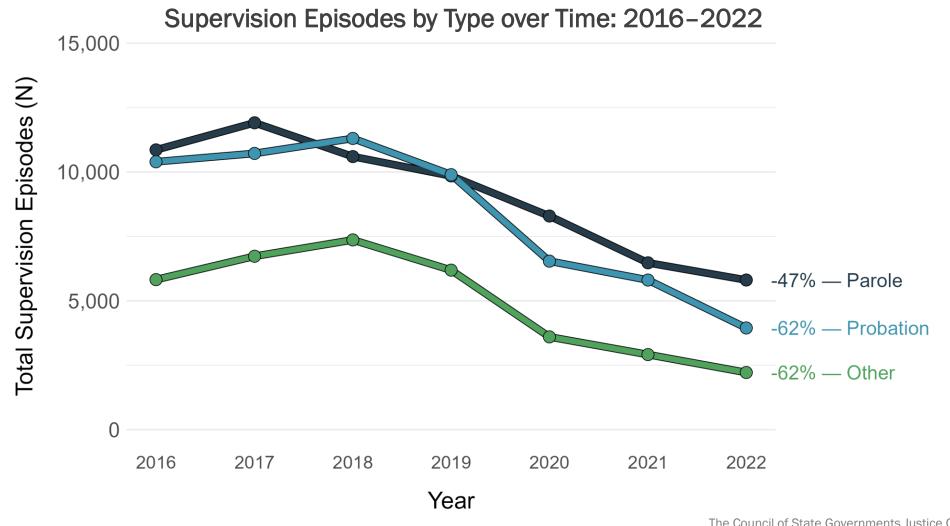
**Counseling** 



**Training** 

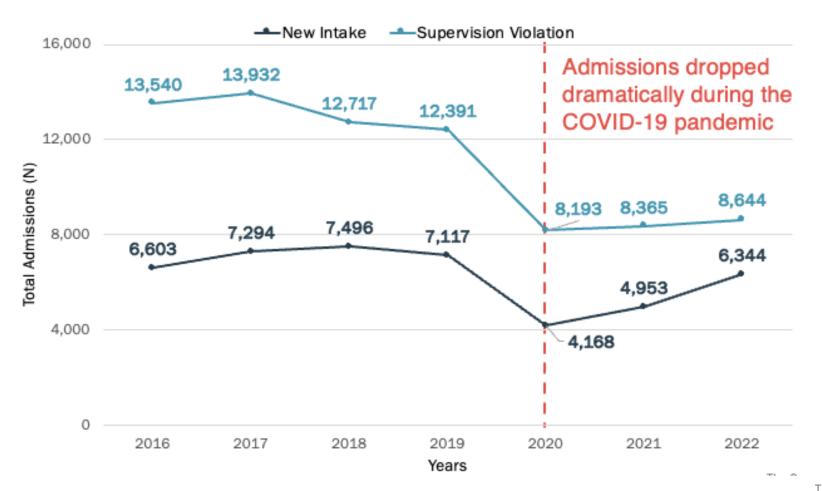


# The community supervision population, regardless of type, has decreased significantly since 2016.



# Supervision violation admissions have decreased substantially.

DOC Admission Trends: 2016-2022



36%

Decrease in admissions due to supervision violations

4%

Decrease in admissions due to new intakes

**Nearly one**third of people on DOC supervision have been a party to a civil DV case.

32%

of all individuals on supervision in 2022 had prior domestic violence-related civil protective order involvement.

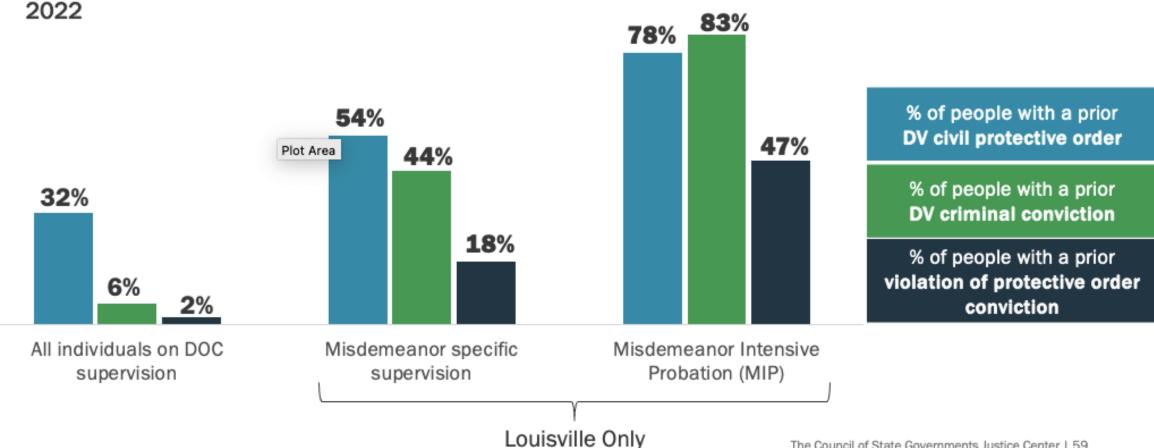
26%

had prior domestic violence-related civil protective order involvement as a **defendant**  11%

had prior domestic violence-related civil protective order involvement as a **plaintiff** 

### The misdemeanor population in Louisville supervised by DOC has a higher proportion of both civil and criminal DV history than people with felony convictions on DOC supervision.

DOC Supervised Population with a History of Civil Protective Orders, Criminal Convictions for DV Offenses, and Violations of Protective Orders:



# Assessments & Programs

### **Strengths**

The DOC is currently using the KyRAS (a modified version of a nationally recognized tool).

The case manager and client develop a plan with a goal of providing services to address the client's criminogenic needs.

All agents use a recognized assessment tool, but they aren't all using it in the same manner, and there isn't a DV-specific tool in use.

When these tools are not used as intended, it leads to issues with programming:

- Assessments aren't shared with supervising staff.
- Officers then begin supervising the offense, not the person.
- Limits the programming available to individuals under supervision.

DOC has begun to use a clinician to assist with crisis support.

# Collaboration & Partnership

### **Strengths**

Officers are interested in having improved information sharing with community providers.

Officers want to learn more about programming available to the people they supervise.

# Officers are interested in improving relationships with community partners and service providers.

With the current lack of collaboration and disconnect, officers

- Were generally unaware of how providers were assessing clients; and
- Spent time filing violations, which didn't result in revocation, due to a difference in expectations.

These issues were generally caused by a lack of collaboration across the systems.

### **Officer Training**

### **Strengths**

There is curiosity and openness among officers about being trained in specialized assessments.

Some offices are receiving DV-specific training as the DOC places more of an emphasis on DV.

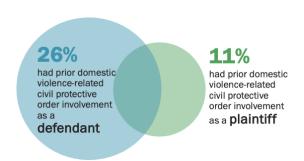
# DV training is inconsistent across supervision offices, which led to officers lacking the means to address clients' needs.

One office reported that there is no specialized training for DV, while another office reported that there is a computer-based, yearly DV training.

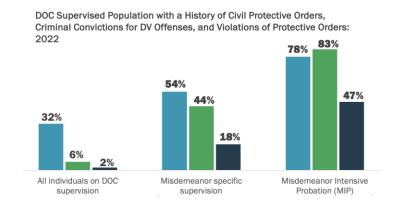
Officers generally expressed an interest in and desire for more training about domestic violence.

As we've seen with judicial training, increased DV-specific training has helped lead to improved outcomes.

### **Key Takeaways**



32 percent of people on DOC supervision have a history of civil domestic violence cases, either as the person accused or the person seeking protection.



The misdemeanor population in Louisville supervised by DOC has a higher proportion of both civil and criminal DV history.



Inconsistent DVspecific training
leaves officers
underprepared to
address clients'
needs effectively.

# Responses to Individuals Committing DV

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Kentucky is enhancing its Batter Intervention Programming (BIP), but there are opportunities to bridge the gap by incorporating alternative responses to direct people into treatment.

- We've found instances throughout the country where states are using supervision to divert people from incarceration to treatment.
- Frequently, supervision is paired
  with cognitive programming like BIP
  that is designed to change attitudes
  toward the use of violence.

While Kentucky is strengthening its BIP, it doesn't appear that the commonwealth is using diversion to direct people into treatment.

### Here are examples of diversion program policies in several states.



#### Arizona

Maricopa County has a Domestic Violence Excessive Response Diversion Program (DVER) that uses assessments to determine the "overall risk to reoffend, treatment to explore the context and use of violence, challenging attitudes and beliefs, and healthy boundaries."



### Michigan

Uses a discretionary program for individuals on their first domestic violence offense. One of the conditions of probation can include requiring the individual to participate in counseling programs.



#### Texas

in 2019, the legislature established a Family Violence Pretrial Diversion Pilot Program in Bexar County. The 12-month program uses a multidisciplinary team to work with individuals who were charged with a family violence offense and suffer from a substance use disorder.

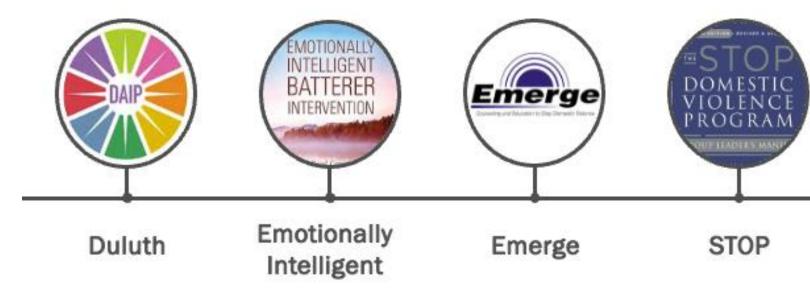
# **Services for Respondents**

### **Strengths**

BIP providers all seemed to use curricula that ZeroV approved.

Providers were generally up to date on their training and supported new research.

# Providers have a lot of leeway in choosing curricula and how they implement it.



While providers generally used approved curricula, the discretion they have in implementing it meant that most providers taught the courses in various ways.

We heard from multiple providers that they would support more a uniform curriculum.

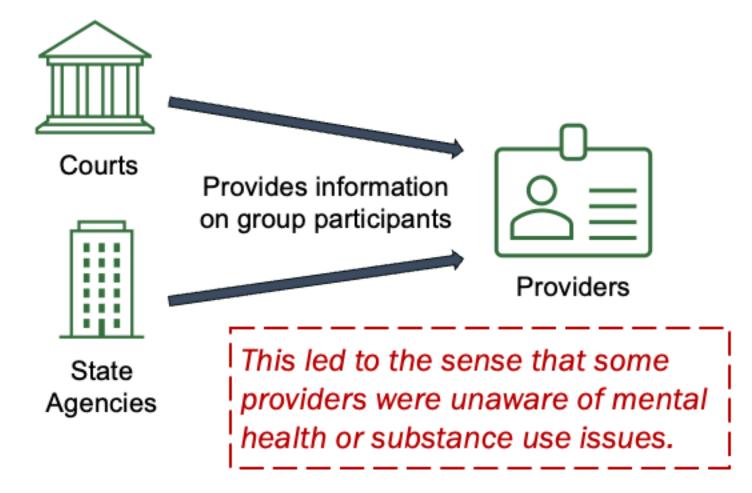
# **Services for Respondents**

### **Strengths**

BIP providers expressed a desire to have more information on participants.

Some providers with behavioral health experience adjusted classes to meet the individual needs of participants.

Lack of information about the participant can lead to disruptions in classes, which may lead to less successful outcomes.



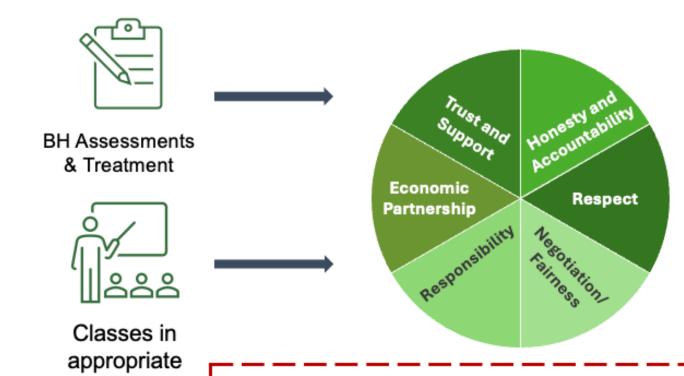
# **Services for Respondents**

### **Strengths**

Providers recognized how mental health and substance use disorders affect domestic violence.

Providers have found more success when programming accounts for an individual's culture.

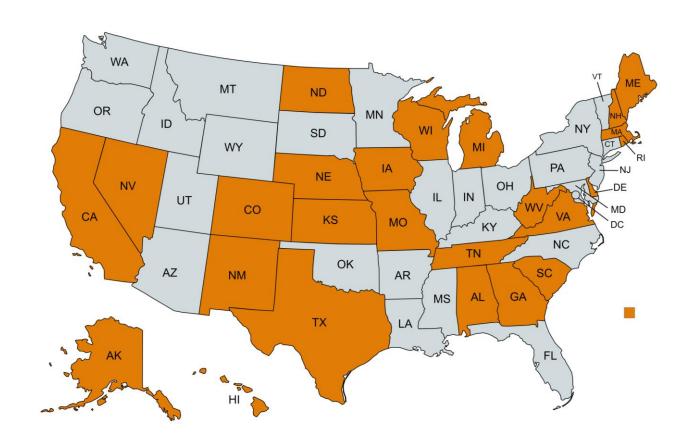
# Providers stressed the importance of ensuring that they had appropriate information on a client.



language

Providers were more successful when they were able to provide underlying treatment and services in a respondent's language.

### There are at least 25 states with policies or statutes that require or suggest that providers develop payment policies for indigent clients that include a sliding fee scale option.



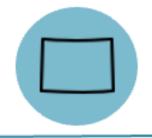
A **"sliding fee"** for BIP is a flexible payment model that allows providers to offer discounted rates for sessions based on a client's ability to pay.

Here are examples of policies in several states regarding sliding fee scale payment options.



### California

The batterer's program develops and uses a sliding fee scale that recognizes both the defendant's ability to pay and the necessity of programs to meet overhead expenses.



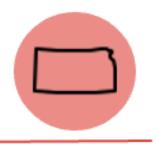
### Colorado

The batterer's program develops and uses a sliding fee scale that recognizes both the defendant's ability to pay and the necessity of programs to meet overhead expenses.



### Alabama

Fees may be waived if a participant has an income level at or below 125 percent of the United States poverty level as defined by the most recently revised poverty income guidelines.



#### Kansas

It is suggested that fees be based on a participant's ability to pay (i.e., sliding scale), thus enabling the participant to afford the program.

Stakeholders have noted that the cost of BIP classes poses a significant barrier for clients to complete them and frequently affects the financial well-being of their families.

### **Key Takeaways**



Understanding participants' mental health, substance use, and cultural context **improves program success**.



Providers balance structured curricula with participantspecific adaptations yet lack sufficient client information.



Successful models in other states combine supervision with treatment to address root causes of DV.



Sliding fee scales for lowincome participants improve access to mandated interventions.

### **Thank You!**

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For more information, please contact Rhonda Ekwunoh at rekwunoh@csg.org

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Slides 12 to 14 - CSG Justice Center analysis of case-level data provided by the Kentucky Administrative Office of the Courts

Slide 15 - CSG Justice Center focus groups with Kentucky judges, November 2024.

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Slide 23 - CSG Justice Center focus groups with judges, November 2024.

### Sources for Slides 29 through 58

Slide 29 - CSG Justice Center analysis of case level data provided by the Kentucky Administrative Office of the Courts and https://www.kycourts.gov/AOC/Information-and-Technology/Analytics/Pages/Caseload-Yearly-by-Jurisdiction.aspx

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### Sources for Slides 59 through 75

Slides 59 to 60 - CSG Justice Center analysis of case-level data provided by the Kentucky Department of Corrections

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Slides 63 to 65 - CSG Justice Center focus groups with Probation Officers, December 2023.

Slide 70 - Arizona Revised Statutes §11-365; Michigan Compiled Laws §769.4a; Texas Gov't Code § 509.018

Slide 71 to 73 - CSG Justice Center focus groups with BIP Providers, February 2024.

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