

Kentucky's Justice Reinvestment Initiative

First Presentation to the
Domestic Violence
Working Group

2024



Justice Center
THE COUNCIL OF STATE GOVERNMENTS



The CSG Justice Center's Kentucky JRI Team



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Introduction

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Justice Center

THE COUNCIL OF STATE GOVERNMENTS

We are a national nonprofit, nonpartisan organization that combines the power of a membership association, serving state officials in all three branches of government, with policy and research expertise to develop strategies that increase public safety and strengthen communities.

How We Work

- We bring people together.
- We drive the criminal justice field forward with original research.
- We build momentum for policy change.
- We provide expert assistance.

Our Goals

- Break the cycle of incarceration.
- Advance health, opportunity, and equity.
- Use data to improve safety and justice.



Justice Reinvestment Initiative

A data-driven approach to improve public safety, reduce corrections and related criminal justice spending, and reinvest savings in strategies that can decrease crime and reduce recidivism

The Justice Reinvestment Initiative is supported by funding from the U.S. Department of Justice's Bureau of Justice Assistance (BJA) and Arnold Ventures.

To address its domestic violence (DV) challenges, Kentucky leaders have embarked on a Justice Reinvestment Initiative.

“

Kentucky state leadership from all three branches of government request approval for a Justice Reinvestment Initiative project in coordination with the CSG Justice Center. **The proposed project will require an assessment of current systems, continuous coordination with stakeholders throughout the commonwealth, and implementation of innovative policy, project, and funding solutions in the area of domestic violence.**



EXECUTIVE BRANCH

Andy Beshear, Governor

Kerry B. Harvey, Secretary, Justice and Public Safety Cabinet (Retired)

Phillip Burnett, Jr., Commissioner, Kentucky State Police

LEGISLATIVE BRANCH

Robert Stivers, Senate President

David W. Osborne, Speaker of the House

JUDICIAL BRANCH

Justice Laurance VanMeter, Chief Justice, Supreme Court of Kentucky

Laurie Givens, Director, Administrative Office of the Courts (Former Director)

The tribranch, bipartisan Domestic Violence Working Group will guide this effort.

Chairs	Keith Jackson Secretary, Justice & Public Safety Cabinet		TBD Legislator		TDB Executive Director, Administrative Office of the Courts	
	Members	Lindsey Burke Representative (D)	Phillip "PJ" Burnett, Jr. Commissioner, Kentucky State Police	Shawn Butler Executive Director, Kentucky Association of Chiefs of Police	Ashley Clark Executive Officer, Department of Family and Juvenile Services	Cookie Crews Commissioner, Kentucky Department of Corrections
Stephanie Dietz Representative (R)		Crystal Happy-Clay Director, Amanda's Center	Melanie Jacobs Dean, Mary Byron Center, University of Louisville School of Law	Damon Preston Public Advocate, Kentucky Department of Public Advocacy	Melissa Quillen Executive Director, Kentucky Association of Sexual Assault Programs (KASAP)	
Andrew Ritzel Executive Director, Criminal Justice Statistical Analysis Center (CJSAC)		Brandi Rogers Judge, 5 th Judicial Circuit, Family Division	Caroline Ruschell Chief Executive Director, Child Advocacy Centers of Kentucky	Steve Shannon Executive Director, Kentucky Association of Regional Programs	Lindsey Tichenor Senator (R)	
Jerry Wagner Executive Director, Kentucky Sheriff's Association		Robin Webb Senator (D)	Angela Yannelli CEO, ZeroV	TBD County Attorney		

Justice Reinvestment offers Kentucky a chance to understand the challenges of DV and intimate partner violence (IPV) and identify solutions that work.

Challenges

High Prevalence of DV & Victimization: Half of all adults will experience contact sexual violence, physical violence, or stalking in their lifetimes.

Consumes Excessive Resources: In 2022, there were ~39,000 law enforcement responses to DV, the majority of which required follow-up investigations.

Driver of Violent Crime: In Kentucky, almost half of all person (violent) incidents involve domestic violence.

Driver of Recidivism & Other Crime

Recent studies have found that people who commit IPV also commit non-IPV related offenses.



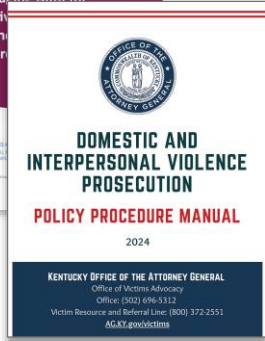
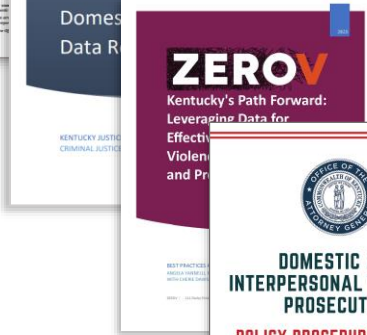
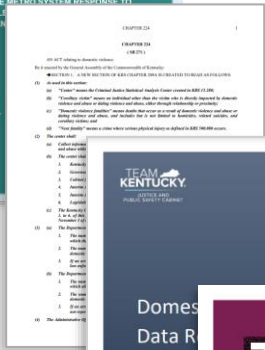
Justice Reinvestment offers Kentucky a chance to understand the challenges of DV and intimate partner violence (IPV) and identify solutions that work.

Opportunities

Kentucky leaders know that without more data and comprehensive, cross-agency information, it is impossible to know the scale of the problems or to identify and implement effective solutions that reduce harm and cycles of violence.



Justice Reinvestment will build on past and current efforts to address DV and IPV in Kentucky.



2009 — The Kentucky Civil Protective Order Study: A Rural and Urban Multiple Perspective Study of Protective Order Violation Consequences, Responses, & Costs

2018 — The Louisville Metro System Response to Domestic Violence: Assessment, Evaluation, and Recommendations

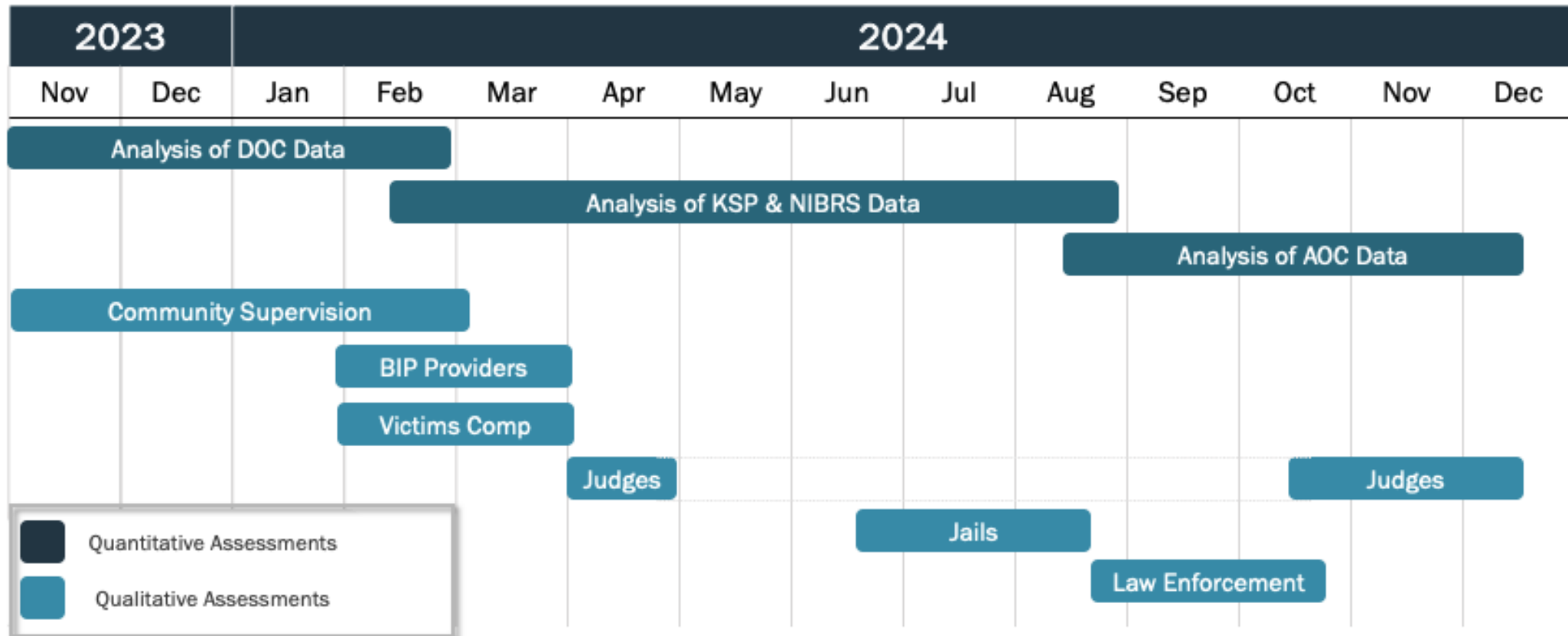
2022 — Senate Bill (SB) 271

2023 — First Annual CJSAC Domestic Violence Data Report

2023 — First Annual ZeroV Kentucky's Path Forward: Leveraging Data for Effective Domestic Violence Intervention and Prevention Report

2024 — Updated Domestic Violence and Interpersonal Violence Prosecution manual

Over the last year, CSG Justice Center staff have conducted a variety of qualitative and quantitative assessments.



CSG Justice Center staff analyzed data provided by KSP, AOC, and DOC around the following questions:



Kentucky State Police

- What is the proportion of people responsible for DV incidents that ultimately get arrested?
- For each DV incident, what are some of the summary details that can be assessed?



Department of Corrections

- How many people are incarcerated annually for violent offenses, particularly DV offenses?
- How many people are on community supervision for a DV offense annually?
- What programming is offered to address DV by DOC?



Administrative Office of the Courts

- How many protective orders are filed annually?
- How do DV cases move through the court system from start to finish?

CSG Justice Center staff met with a diverse, cross-disciplinary set of stakeholders throughout the commonwealth.



Our staff has worked with stakeholders and reviewed data in the following ways.

Today we'll discuss how we:



Analyzed the prevalence of DV in the commonwealth



Analyzed JC-3 forms submitted to KSP by local law enforcement



Reviewed DV trends in NIBRS reported crime data



Reviewed what services are available to victims within the commonwealth



Asked local law enforcement about their experience responding to DV



Analyzed trends to learn victim demographic information

Our staff has worked with stakeholders and reviewed data in the following ways.

Next time we'll discuss how we:



Analyzed civil protection order data and practices



Conducted focus groups with probation officers



Facilitated focus groups with judges and BIP providers



Visited local jails and reviewed jail practices



Analyzed DOC data analysis (prisons and supervision)

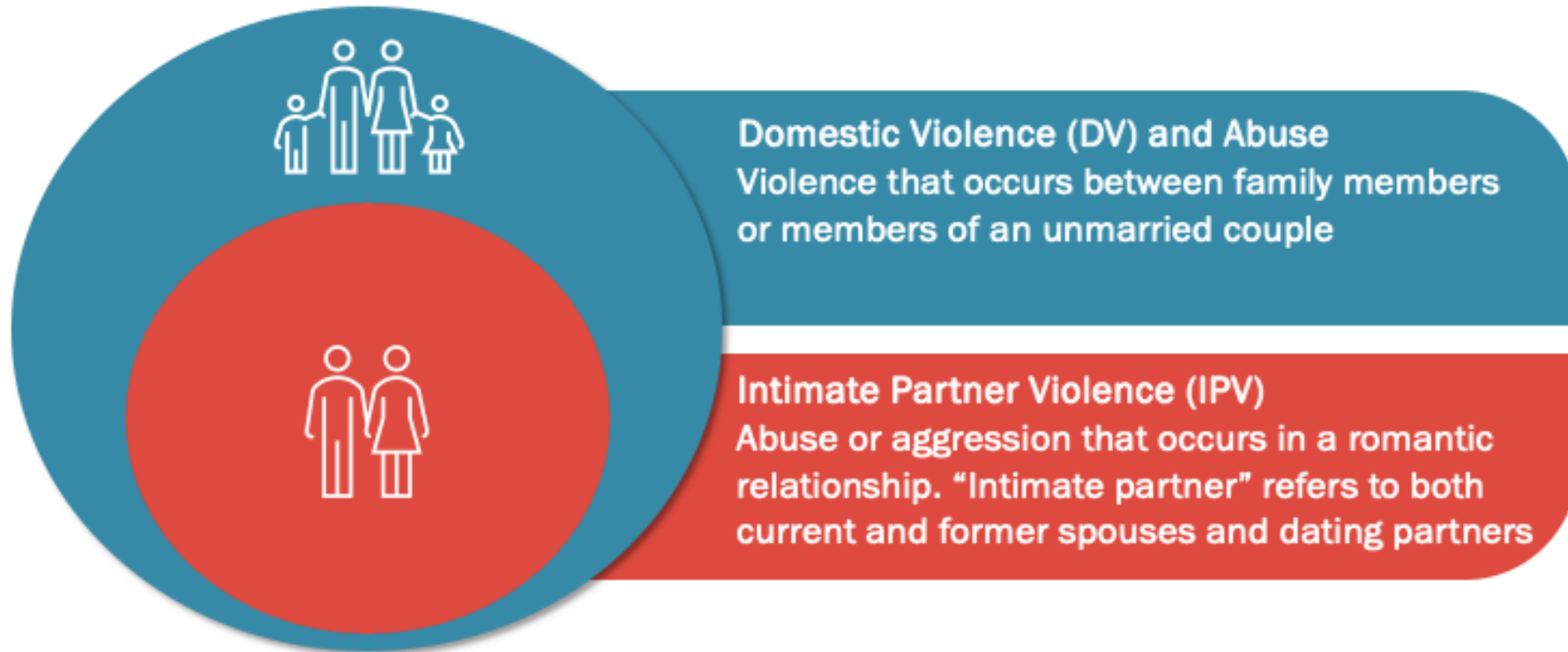


Developed recommendations for the commonwealth

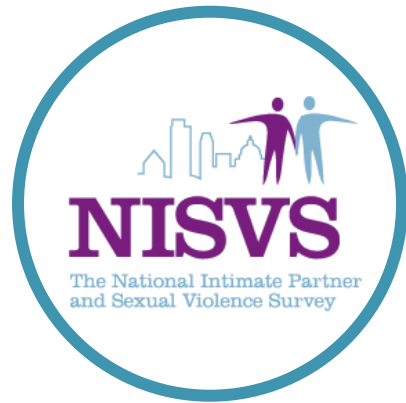
Kentucky's Domestic and Intimate Partner Violence Trends

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Domestic violence is violence occurring between family members and includes intimate partner violence, which refers specifically to violence between spouses or dating partners.

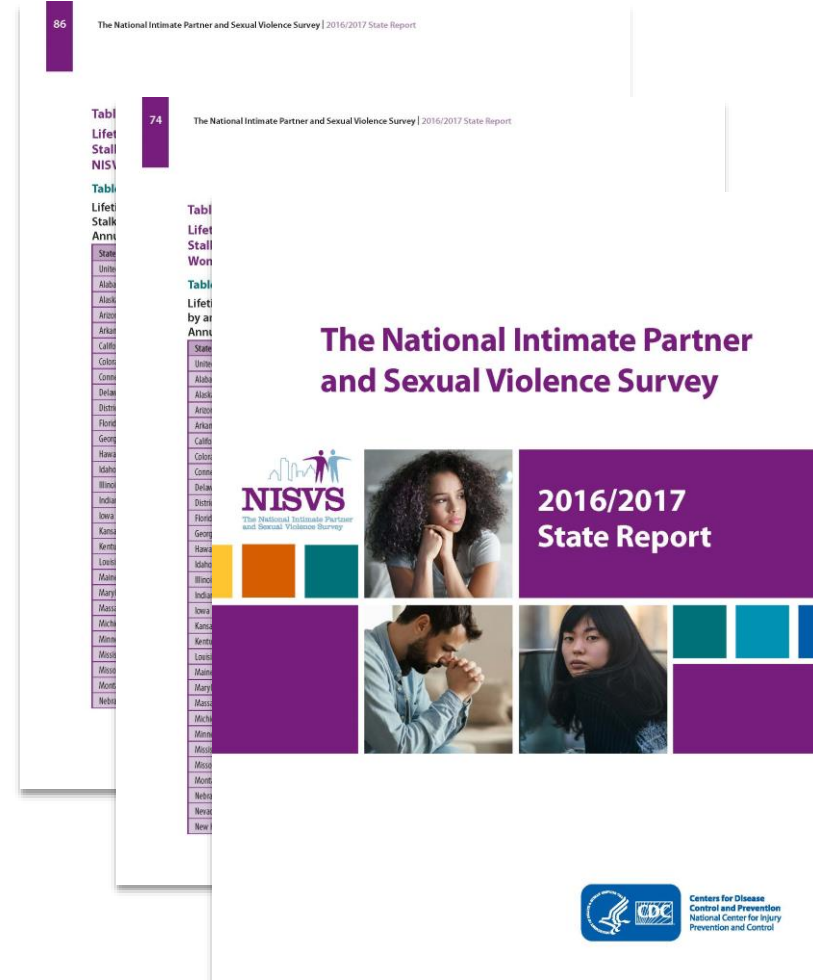


Under **Kentucky statute**, violence can include physical injury, serious physical injury, stalking, sexual abuse, strangulation, assault, or the infliction of fear of imminent physical injury, serious physical injury, sexual abuse, strangulation, or assault.

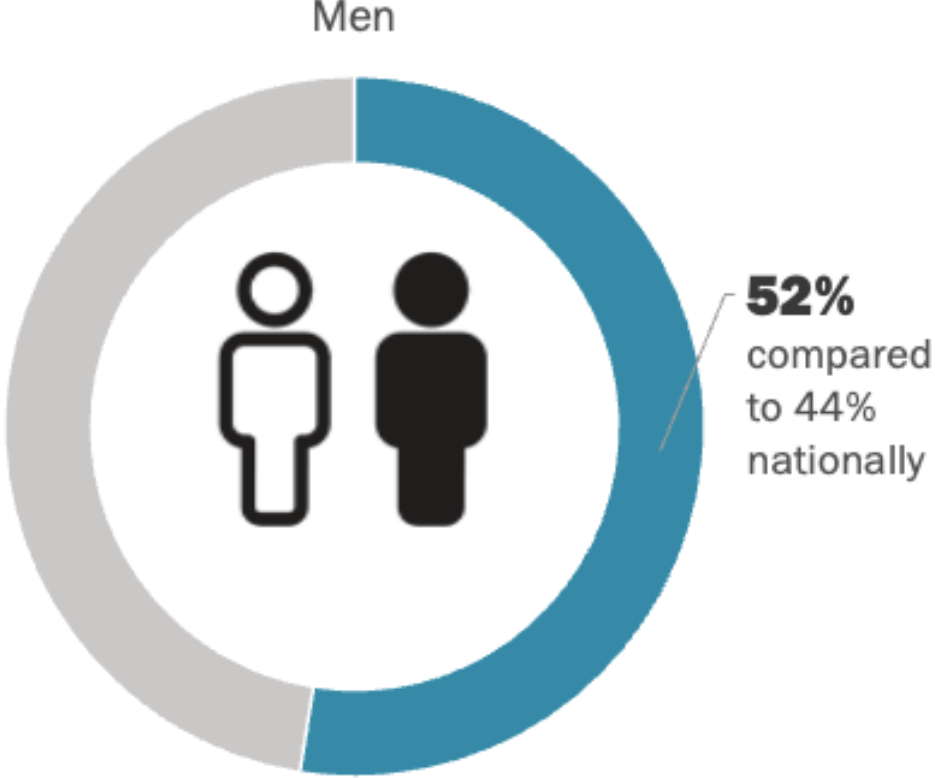
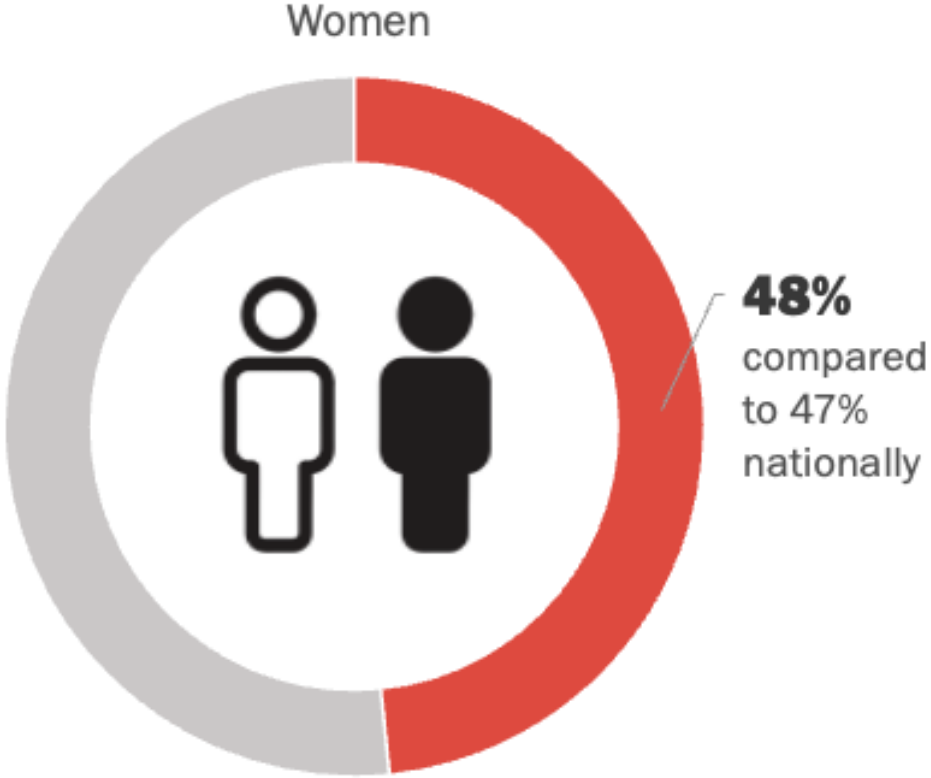


National Intimate Partner and Sexual Violence Survey (NISVS)

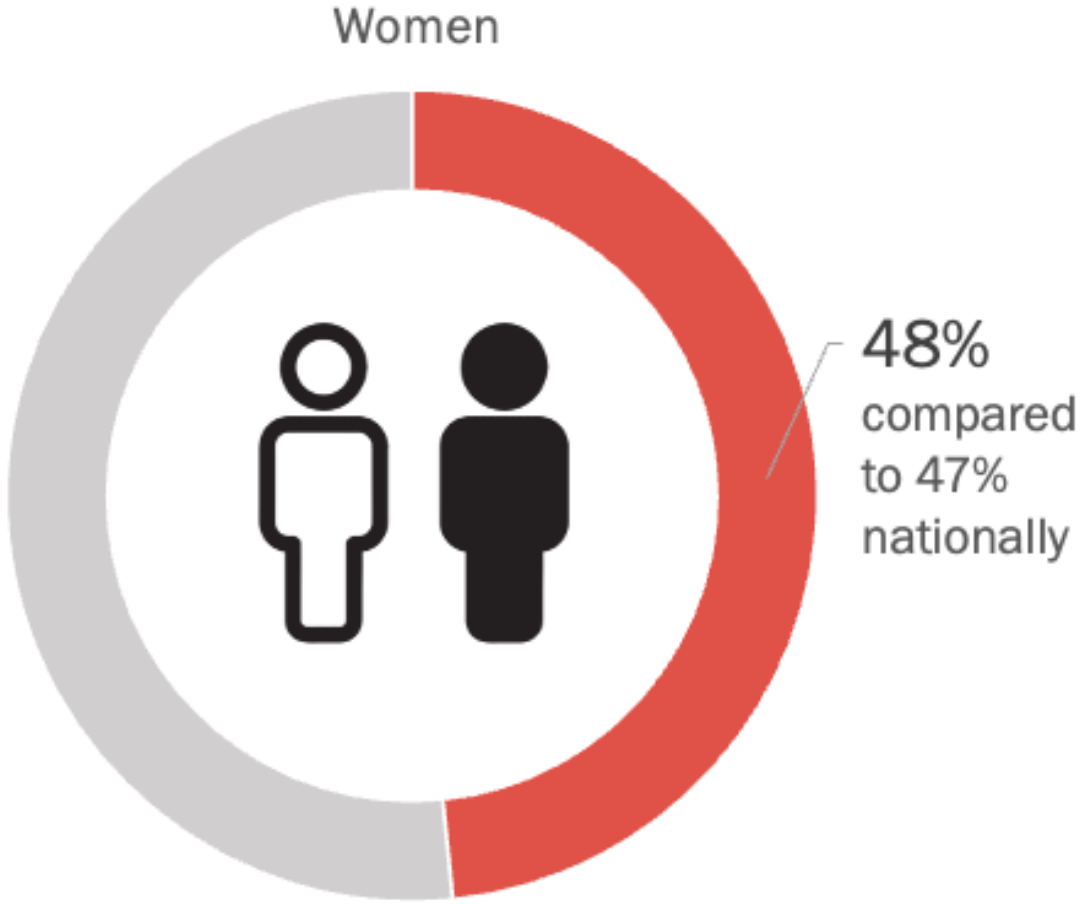
NISVS is an ongoing survey collecting comprehensive data on IPV and DV in the United States.



In Kentucky, half of all adults will experience contact sexual violence, physical violence, or stalking in their lifetimes.



Nationally, women are more likely than men to experience severe incidents in cases of IPV, often resulting in greater physical and emotional harm.

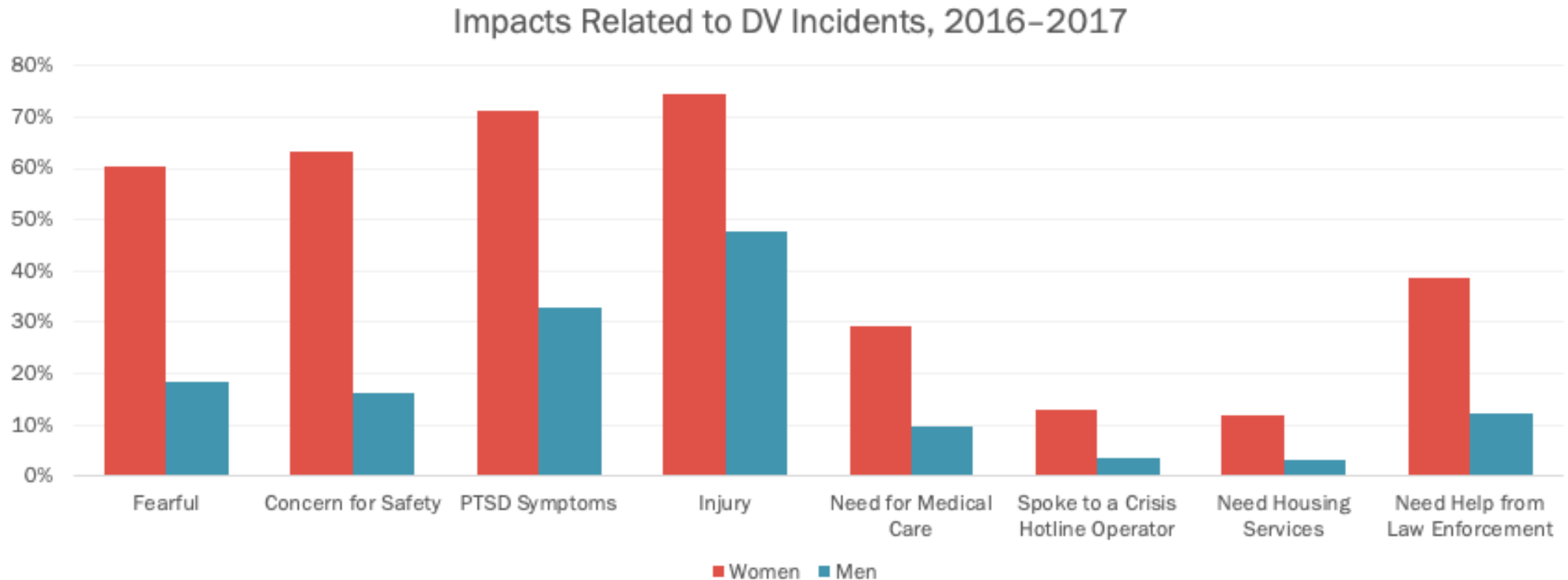


3x more likely to experience rape by intimate partner than men

3x more likely to need medical care following incident than men

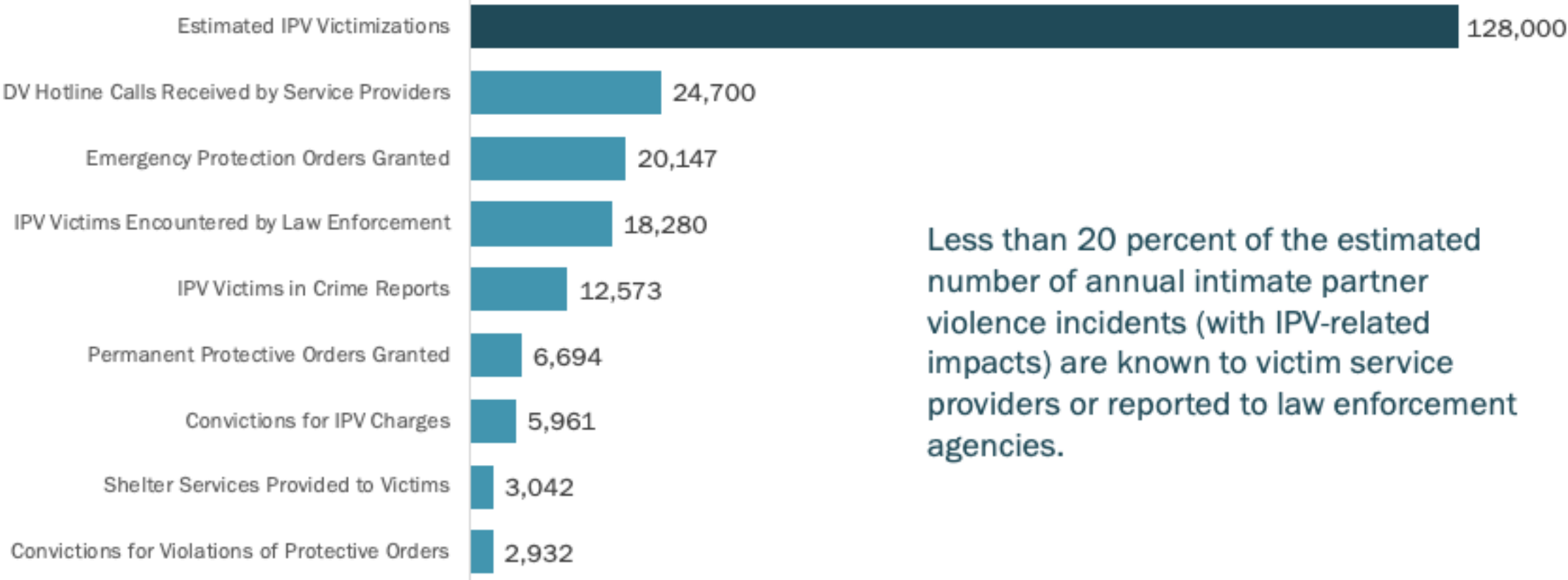
3x more likely to experience stalking by intimate partner than men

Across the country, the impact of IPV on victims can also be dramatically different for female victims compared to male victims.



What is the impact of DV on the commonwealth's criminal justice system?

At a Glance: Intimate Partner Violence in Kentucky in 2021



Less than 20 percent of the estimated number of annual intimate partner violence incidents (with IPV-related impacts) are known to victim service providers or reported to law enforcement agencies.

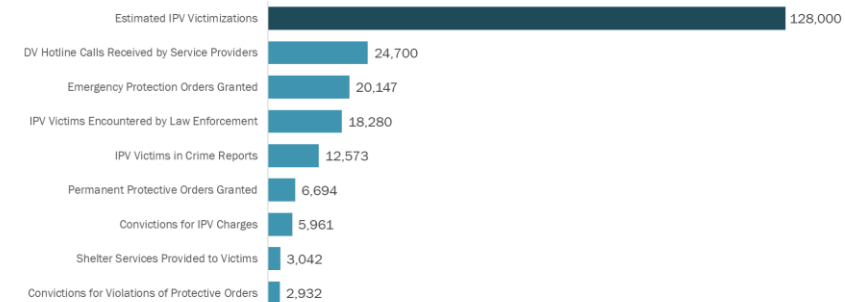
Key Takeaways



Half of all adults in Kentucky will experience contact sexual violence, physical violence, or stalking in their lifetimes.



Women are more likely to experience negative impacts of IPV than men.



DV intersects with **every part of Kentucky's criminal justice system**; successful solutions require **collaboration and coordination** across the commonwealth.

Kentucky State Police: Responding to DV Incidents

3

We received five years of data from the Kentucky State Police. We collected law enforcement feedback to understand how they handle DV issues.



Kentucky State Police (KSP)

KSP is the state agency responsible for collecting arrest data from local law enforcement agencies in Kentucky.

What is a JC-3 form?

COMMONWEALTH OF KENTUCKY
CHILD ABUSE, ADULT ABUSE, AND DOMESTIC ABUSE
STANDARD REPORT: NARRATIVE / OFFICER COMMENTS

JC-3

COMMONWEALTH OF KENTUCKY
CHILD ABUSE, ADULT ABUSE, AND DOMESTIC ABUSE
STANDARD REPORT

DATE REPORTED	TIME REPORTED	OFFICER BADGE #	OFFICER NAME
<input type="checkbox"/> DOMESTIC VIOLENCE/ABUSE (KRS 403.785(1) KRS 209.030(2))		<input type="checkbox"/> SELF-NEGLECT (KRS 209.030(2))	
<input type="checkbox"/> PHYSICAL ABUSE/NEGLECT (ADULT) (KRS 209.030(2))		<input type="checkbox"/> NEGLECT BY CARETAKER (KRS 209.030(2))	
<input type="checkbox"/> PHYSICAL ABUSE/NEGLECT (CHILD) (KRS 209.030(2))		<input type="checkbox"/> EXPLOITATION (ADULT) (KRS 209.030(2))	
<input type="checkbox"/> SEXUAL ABUSE/EXPLOITATION (CHILD) (KRS 209.030(2))		<input type="checkbox"/> SEXUAL OFFENSES (SPOUSE) (KRS 514)	
DATE OF INCIDENT	COUNTY OF OCCURRENCE	LOCATION ADDRESS	
TIME	LATITUDE	LONGITUDE	
VICTIM NAME: LAST, FIRST, MIDDLE			
SOC. SEC. NO.	RACE	SEX	DATE OF BIRTH
PHONE (AM)		PHONE (PM)	
VICTIM ADDRESS: CITY		LOCATION IF LEFT SCENE	
RELATIONSHIP TO PERPETRATOR			
ADVISED VICTIM OF RIGHTS (KRS 403, KRS 421) <input type="checkbox"/> YES <input type="checkbox"/> NO GIVEN RIGHTS INFO (JC-3) <input type="checkbox"/> YES <input type="checkbox"/> NO			
VICTIM CONSCIOUS <input type="checkbox"/> YES <input type="checkbox"/> NO		VICTIM INJURED <input type="checkbox"/> YES <input type="checkbox"/> NO	
MEDICAL ATTENTION <input type="checkbox"/> YES <input type="checkbox"/> NO		INJURIES VISIBLE <input type="checkbox"/> YES <input type="checkbox"/> NO	
PHOTOS OF INJURIES <input type="checkbox"/> YES <input type="checkbox"/> NO		PHOTOS TAKEN BY	
DESCRIBE INJURIES OR COMPLAINT OF PAIN			
PERPETRATOR NAME: LAST, FIRST, MIDDLE			
SOC. SEC. NO.	RACE	SEX	DATE OF BIRTH
PERPETRATOR ADDRESS: CITY		LOCATION IF LEFT SCENE	
OUTSTANDING PROTECTIVE ORDER <input type="checkbox"/> YES <input type="checkbox"/> NO COUNTY			
NOTICE/SERVICE MADE <input type="checkbox"/> YES <input type="checkbox"/> NO DATE BY			
PERPETRATOR AT SCENE WHEN OFFICER ARRIVED <input type="checkbox"/> YES <input type="checkbox"/> NO			
WEAPONS INVOLVED		CHILDREN PRESENT IN THE HOME <input type="checkbox"/> YES <input type="checkbox"/> NO	
DRUGS INVOLVED <input type="checkbox"/> YES <input type="checkbox"/> NO <input type="checkbox"/> LINK		ALCOHOL INVOLVED <input type="checkbox"/> YES <input type="checkbox"/> NO <input type="checkbox"/> LINK	
PERSON CALLING FOR ASSISTANCE (NAME, LAST, FIRST, MIDDLE, ADDRESS, PHONE)		CRIME SCENE PHOTOS <input type="checkbox"/> YES <input type="checkbox"/> NO	
		PROPERTY DAMAGE AT SCENE <input type="checkbox"/> YES <input type="checkbox"/> NO	
DESCRIBE DAMAGE			
PERSON CALLING TYPE			
REPORT OF ABUSE/NEGLECT <input type="checkbox"/> YES <input type="checkbox"/> NO		REPORT AND ARREST <input type="checkbox"/> YES <input type="checkbox"/> NO	
ARREST DATE		CIT CONTROL #	

Page 2 of 2 Incid

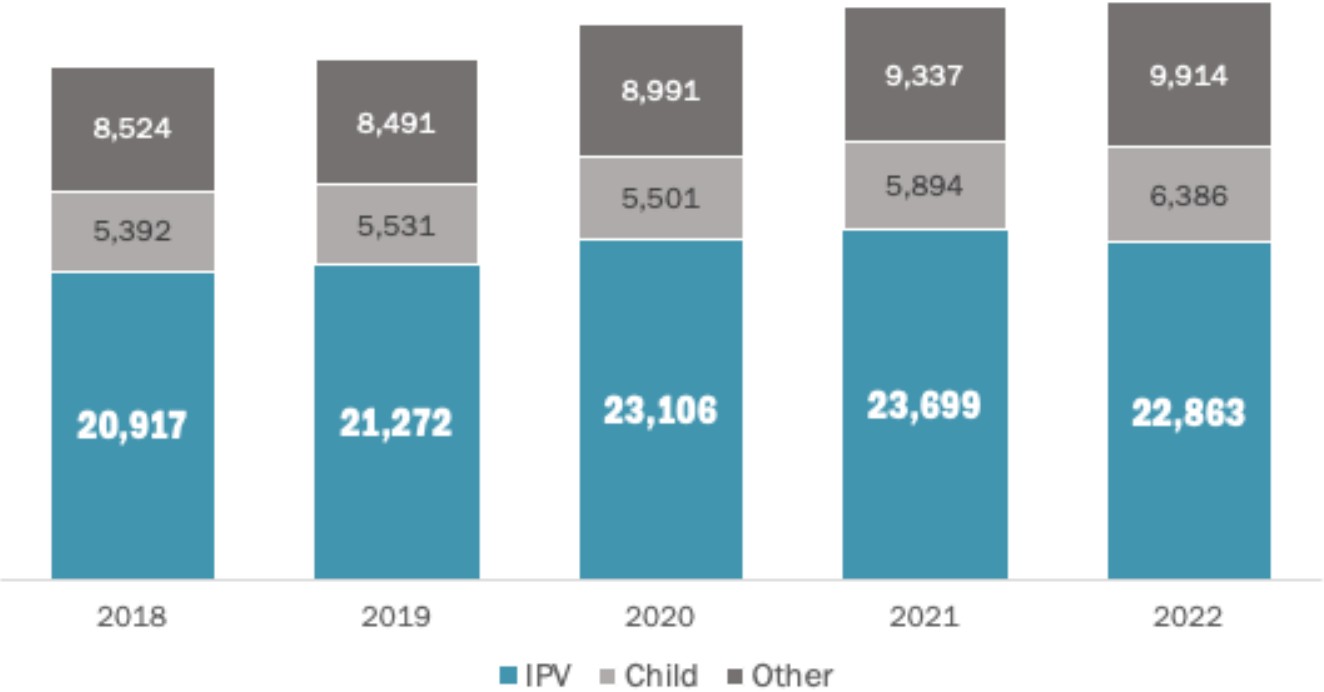
Page of Incident Number: Agency ORI: Officer:

Law enforcement agencies in Kentucky use specific forms, known as JC-3 forms, to document information and injuries related to a reported incident of DV or abuse or neglect of a child or elderly or disabled adult.

The information collected by the KSP can illustrate *what incidents of domestic violence look like* and *where those incidents occur*.

IPV makes up 60 percent of DV incidents reported to law enforcement in Kentucky.

Number of Incidents by DV Type, 2018-2022



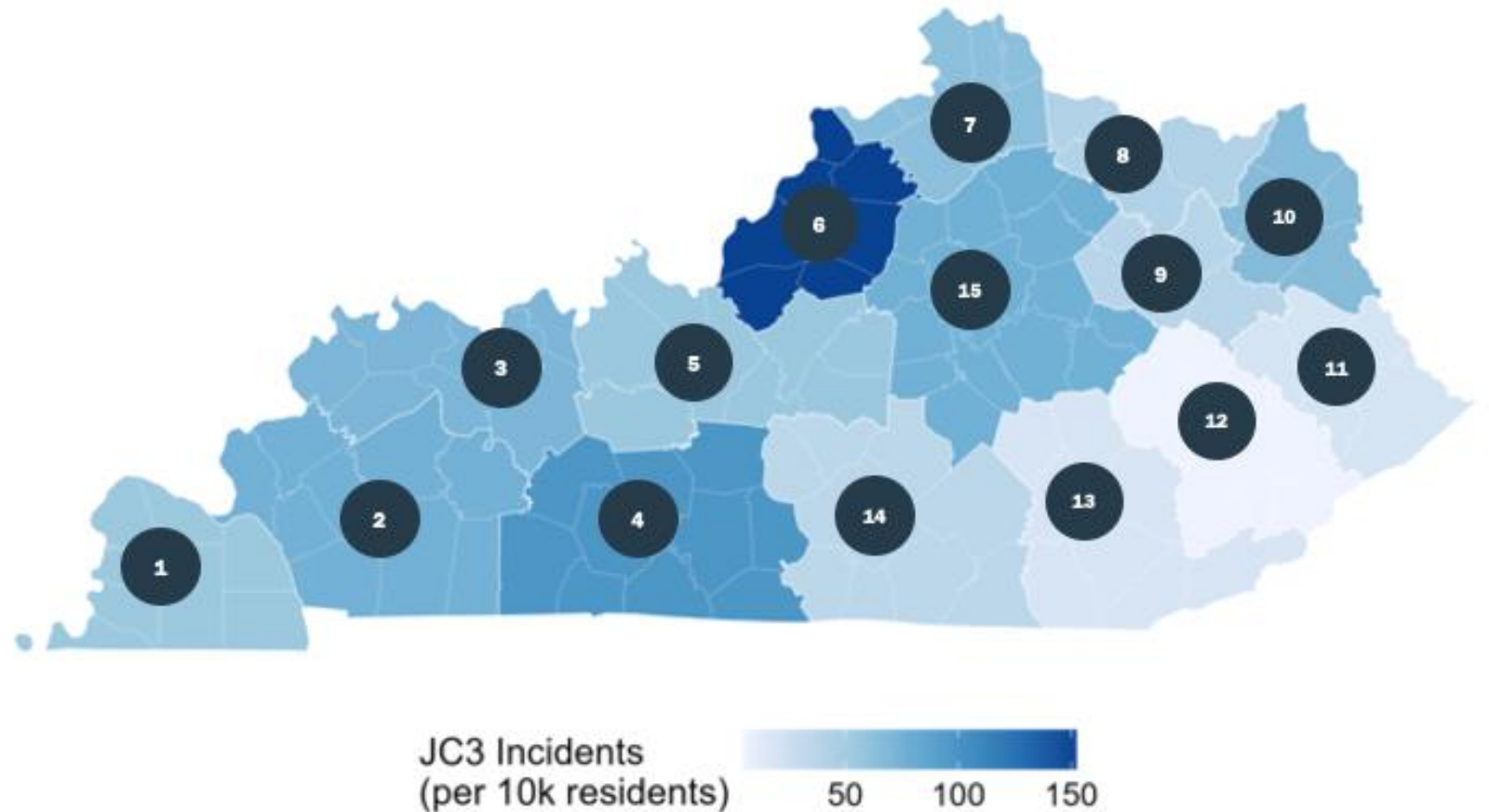
↑ Between 2018 and 2022, there was a **12 percent increase** in the number of electronic JC-3 forms submitted.

60% Intimate Partner
 15% Child Abuse
 24% Other

“Other” includes abuse, neglect, or exploiting an adult by "self" or "other" family (not a partner or children) and adult/elder abuse, which includes abuse, neglect, or exploiting an adult who is a parent or grandparent (by child caretaker).

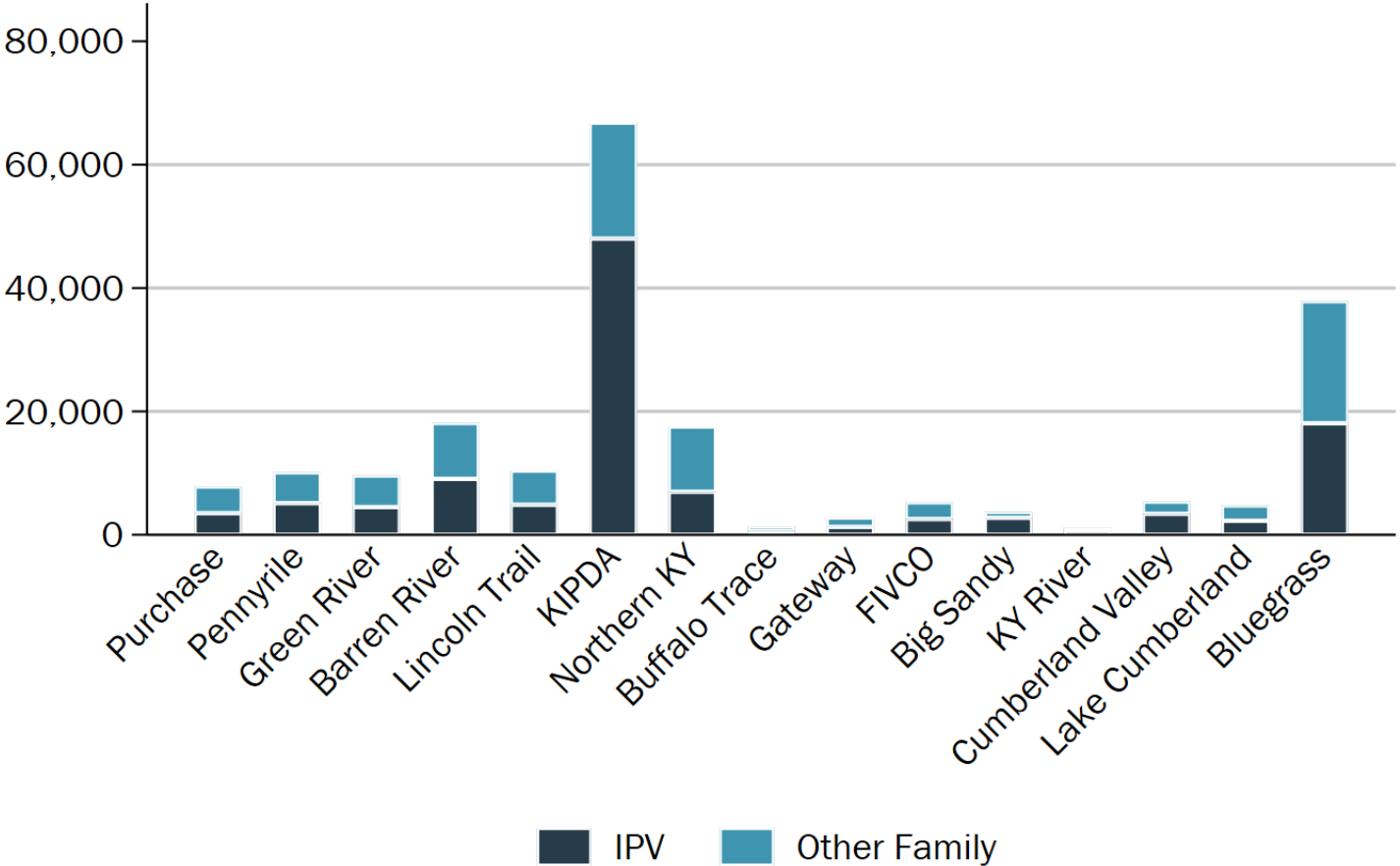
The volume of law enforcement contact related to DV varies across Area Development Districts.

1	Purchase
2	Pennyrile
3	Green River
4	Barren River
5	Lincoln Trail
6	KIPDA
7	Northern KY
8	Buffalo Terrace
9	Gateway
10	Fivco
11	Big Sandy
12	Kentucky River
13	Cumberland Valley
14	Lake Cumberland
15	Bluegrass



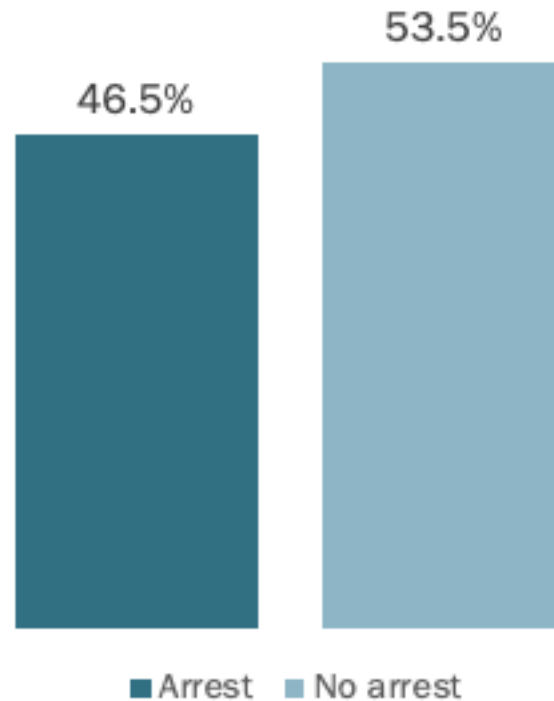
The types of DV incidents that are reported also vary across Area Development Districts.

JC-3 Forms Submitted by Area Development District
2018-2022



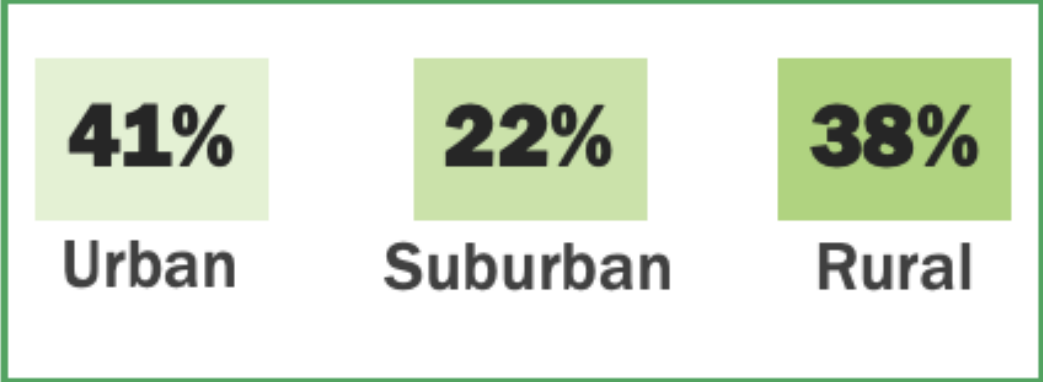
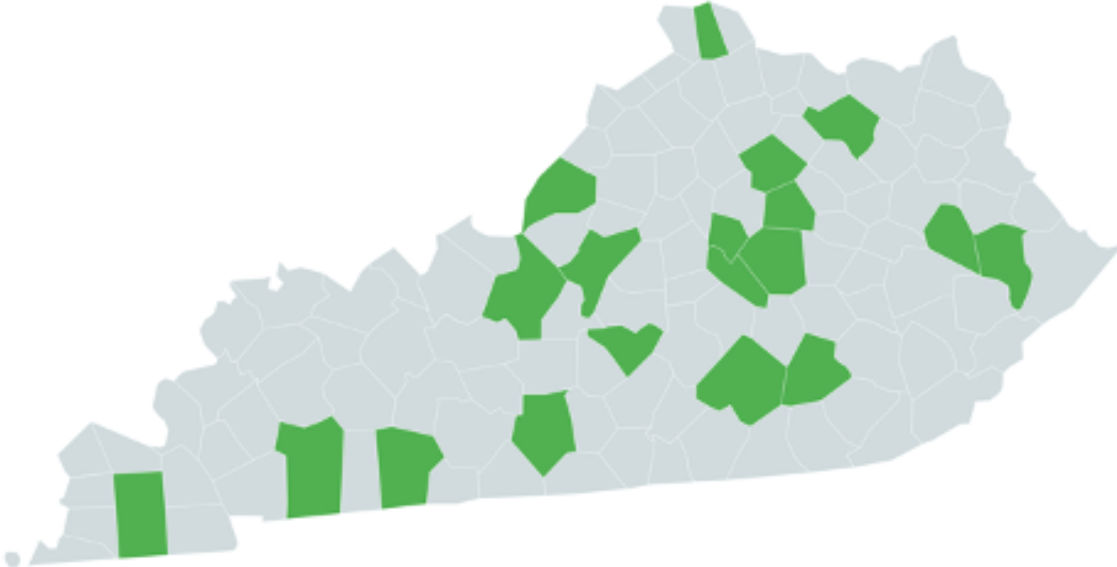
Officers make an arrest in 46 percent of incidents involving intimate partners when the person who committed the harm was on the scene.

Percent of Arrests for IPV Incidents When Person Who Committed Harm Was on the Scene, 2018–2022



With the help of the working group, we asked local law enforcement about their experiences responding to DV incidents.

Map of Responding Counties



How were law enforcement officers prepared to respond to DV incidents?

88%

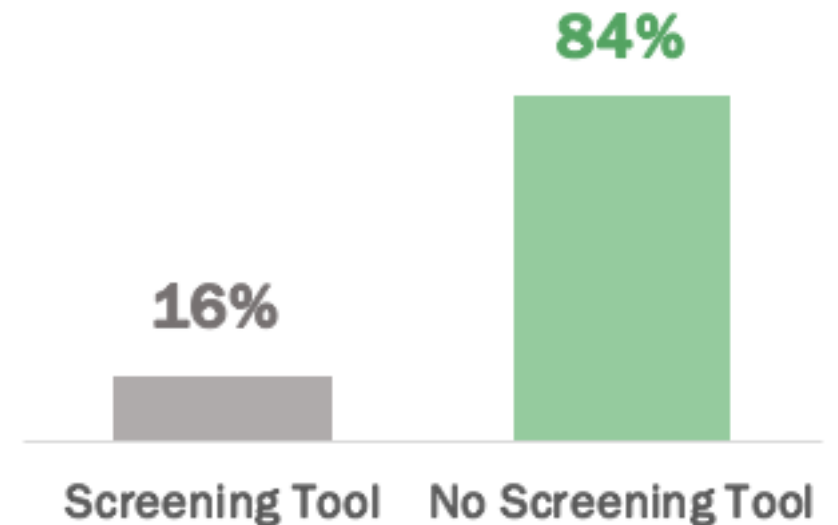
Have adopted model policies on how to respond to incidents of DV

Only two indicated that they didn't have a policy

97%

Received some guidance on how to interview and respond to victims

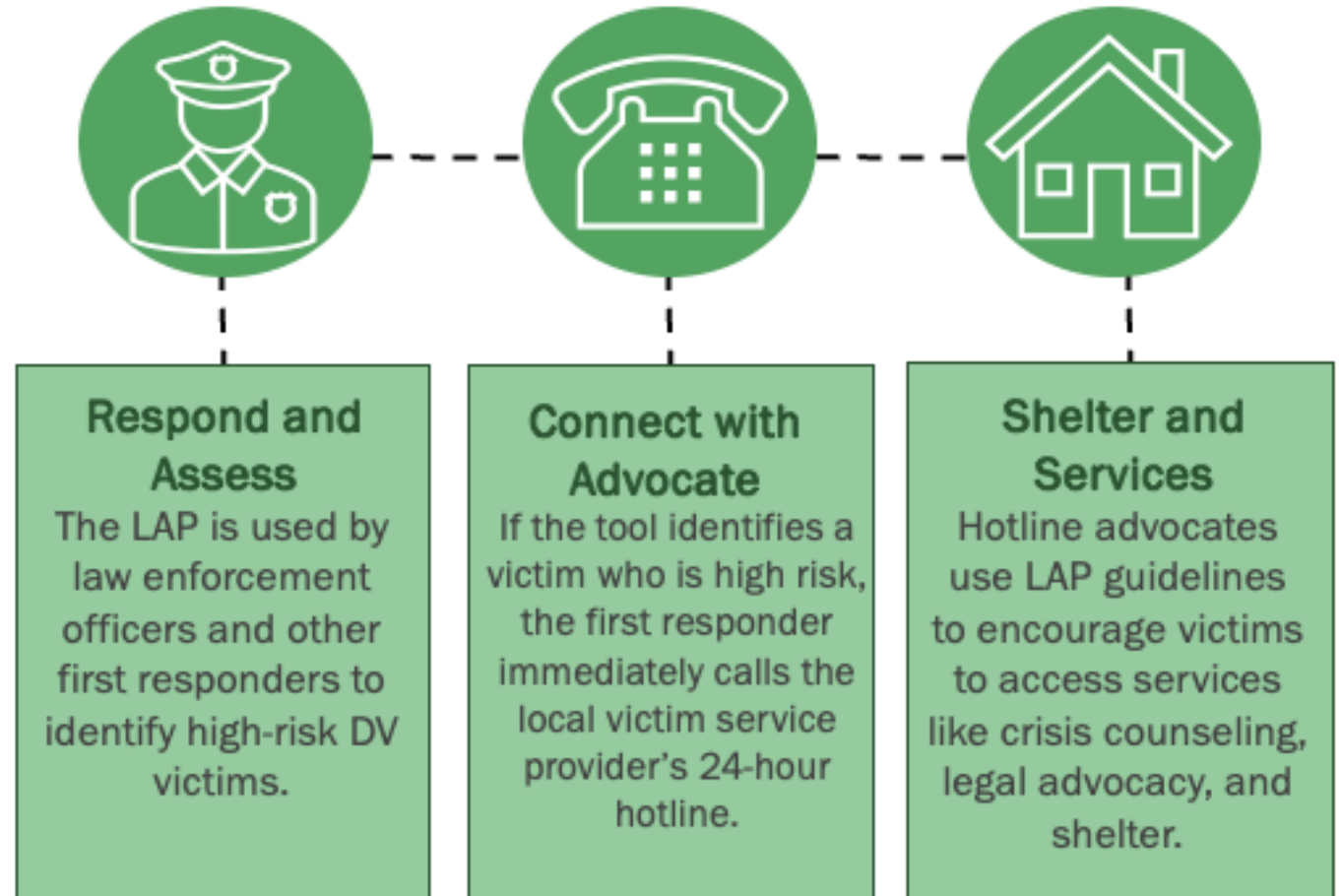
Most officers do not have screening tools to gauge whether victims are at risk of serious injury.



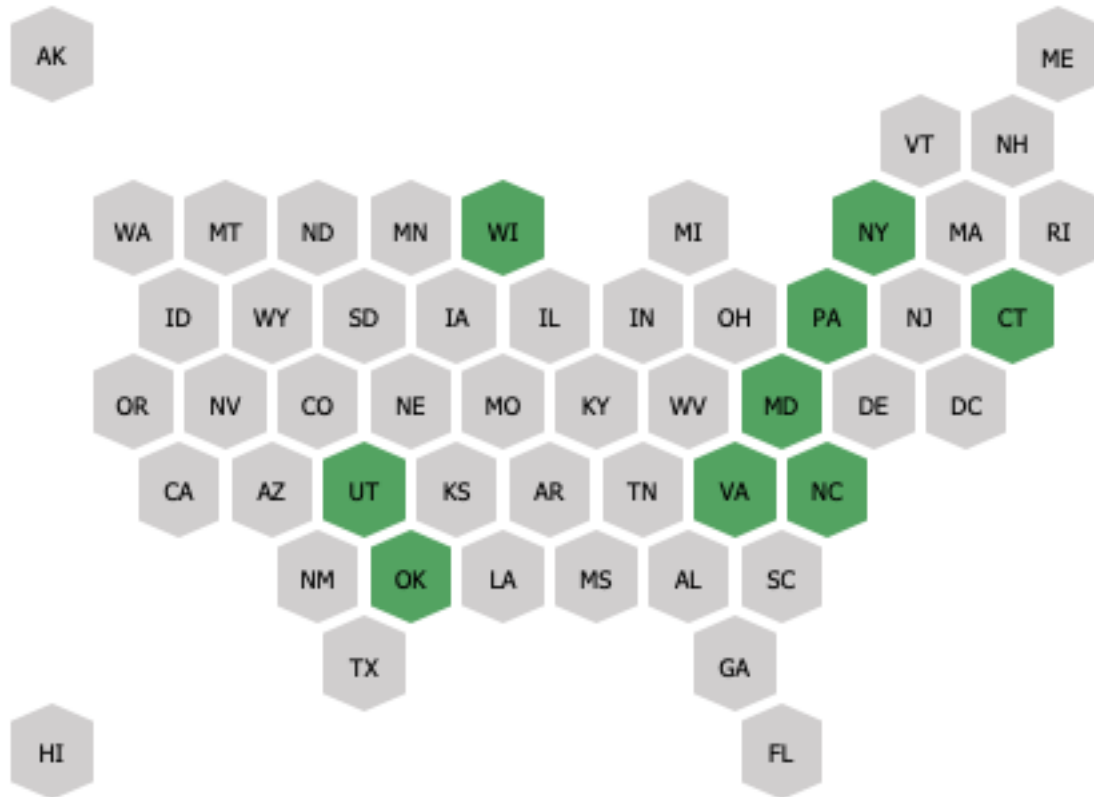
A lethality assessment is a tool that law enforcement can use to evaluate a victim's risk of being seriously injured or killed by an intimate partner.

The Lethality Assessment Program (LAP) is a screening tool/process that includes:

- An 11-question survey to assess the risk to a person's life
- Informing the victim of their assessment score
- Linking the victim with safety planning resources
- Connecting victims with an advocate



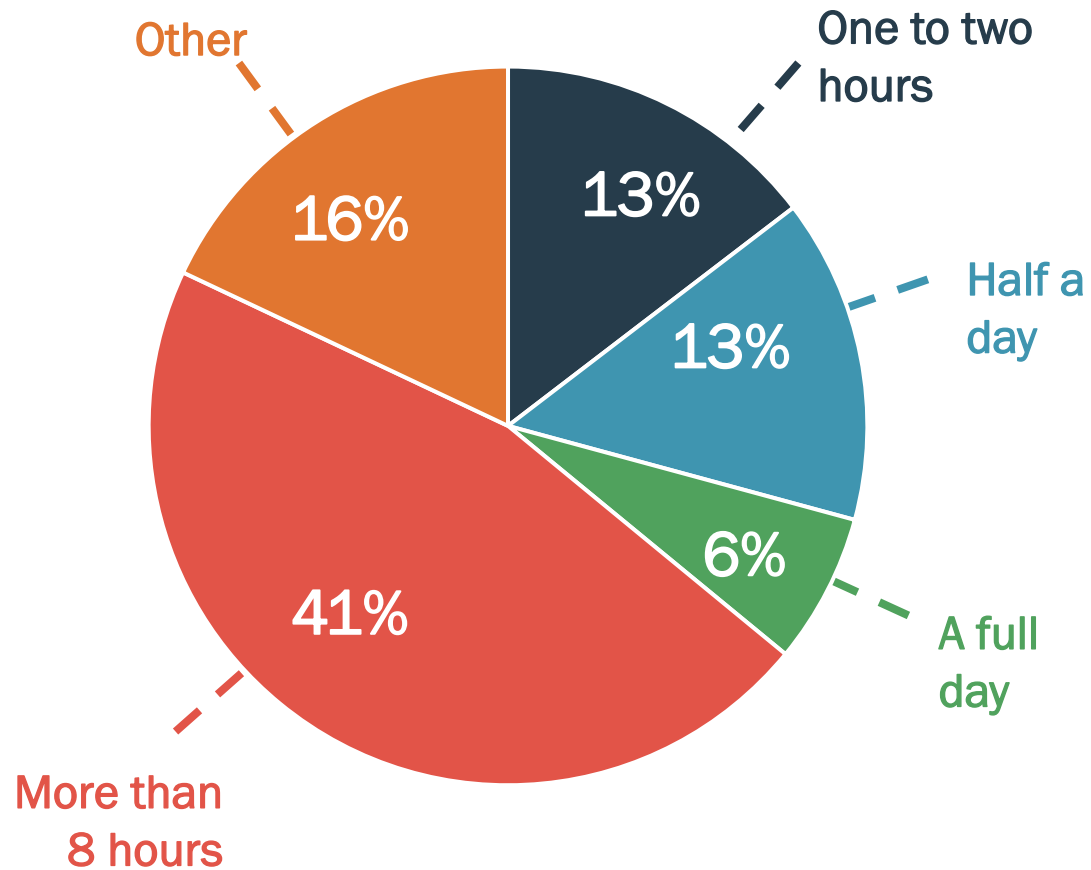
Several states have implemented the LAP for law enforcement officers.



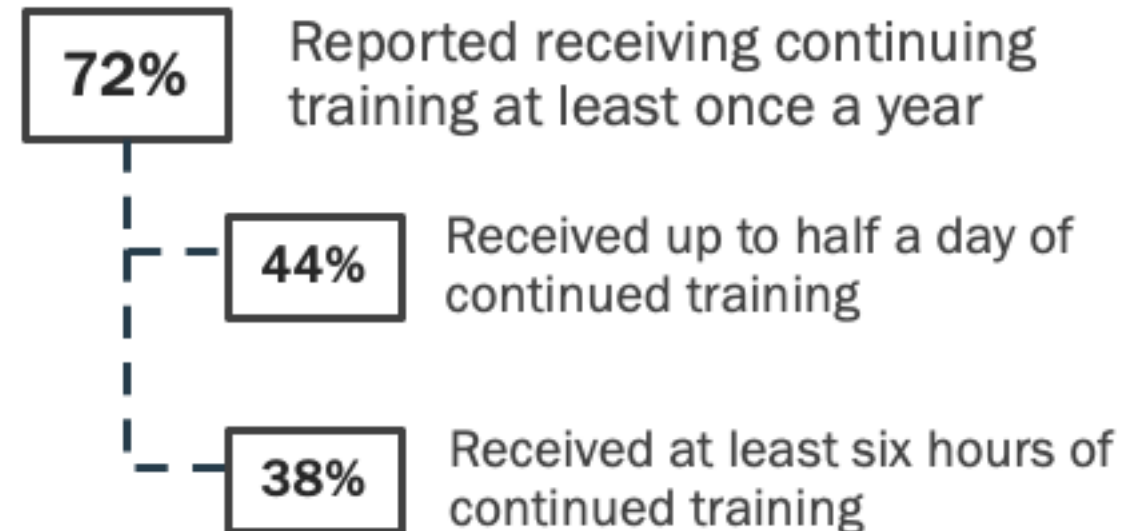
Connecticut, Maryland, New York, North Carolina, Oklahoma, Pennsylvania, Utah, Virginia, and Wisconsin **have taken statewide approaches to implementing the assessments**, meaning state coordinators may require or encourage law enforcement jurisdictions to use the assessment and support them with training and resources.

Most officers indicated that they generally received some kind of DV-specific training.

Initial Training for Domestic Violence



How often do officers receive continued training?

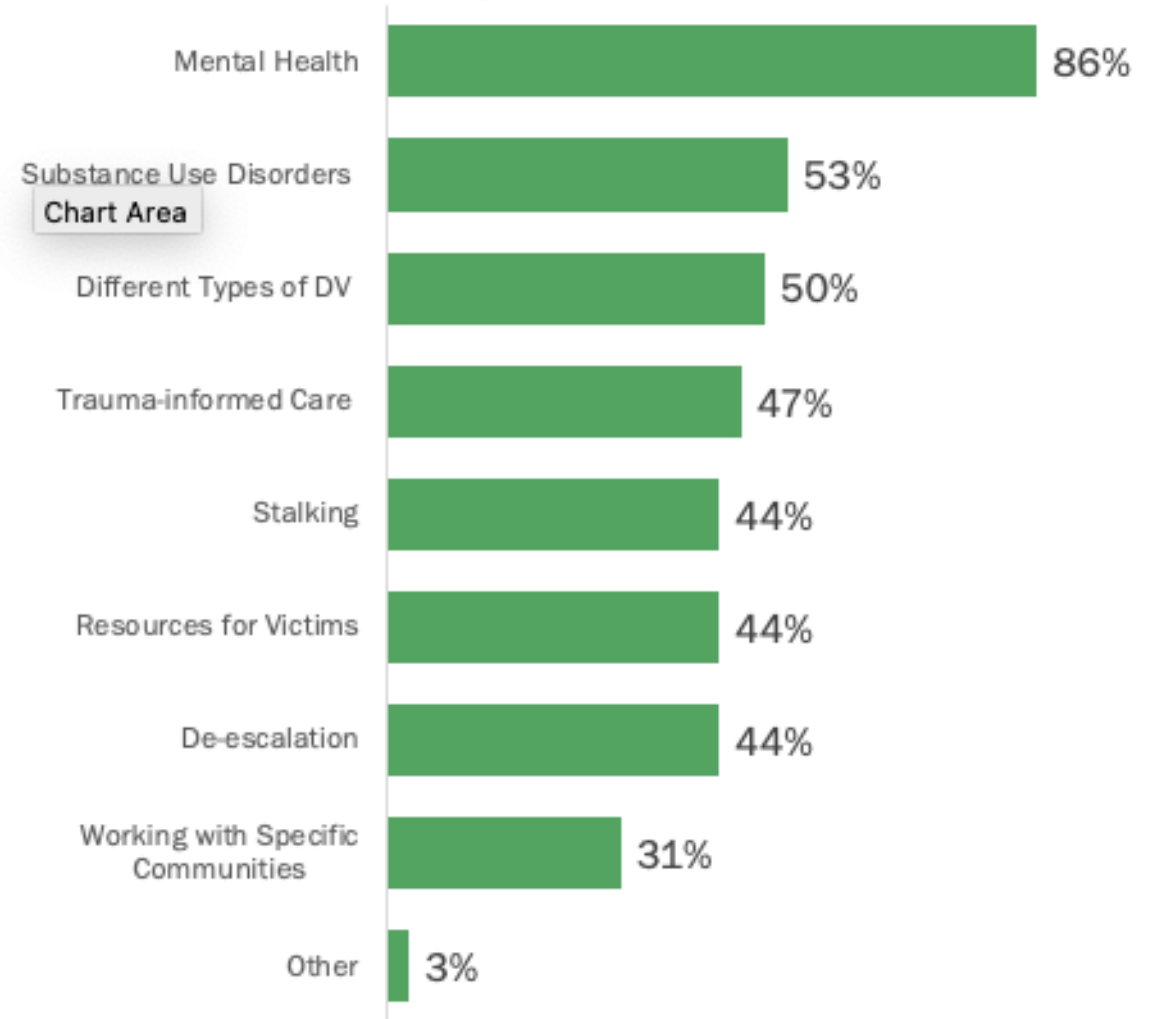


Officers expressed that additional trainings would be helpful when responding to DV calls.

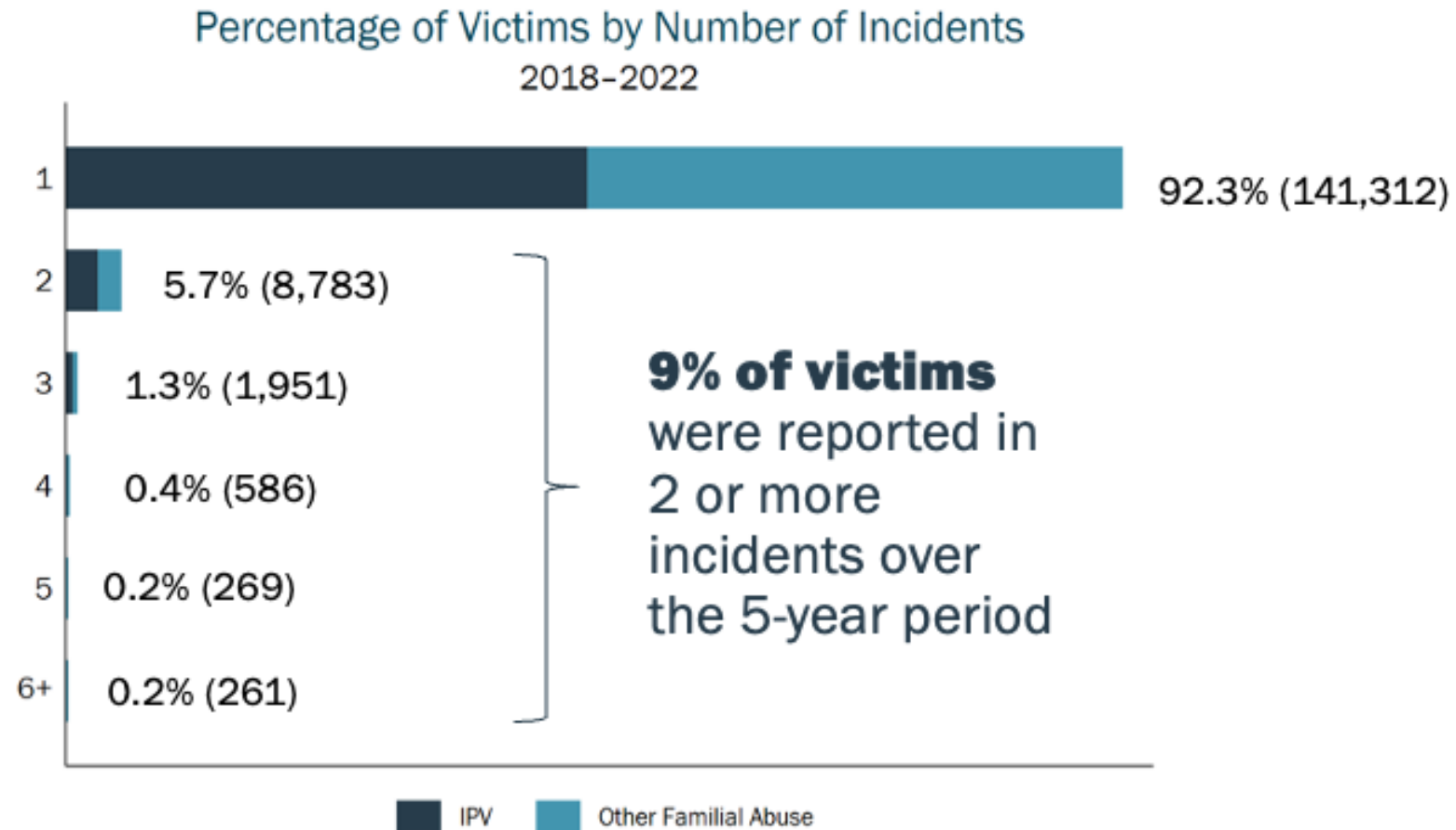
National studies indicate that alcohol and drug misuse is strongly associated with a high probability of violence.

In 52 percent of DV fatality cases in Louisville between 2021 and 2022, the person who committed the homicide had a behavioral health history including mental illness and substance use disorders.

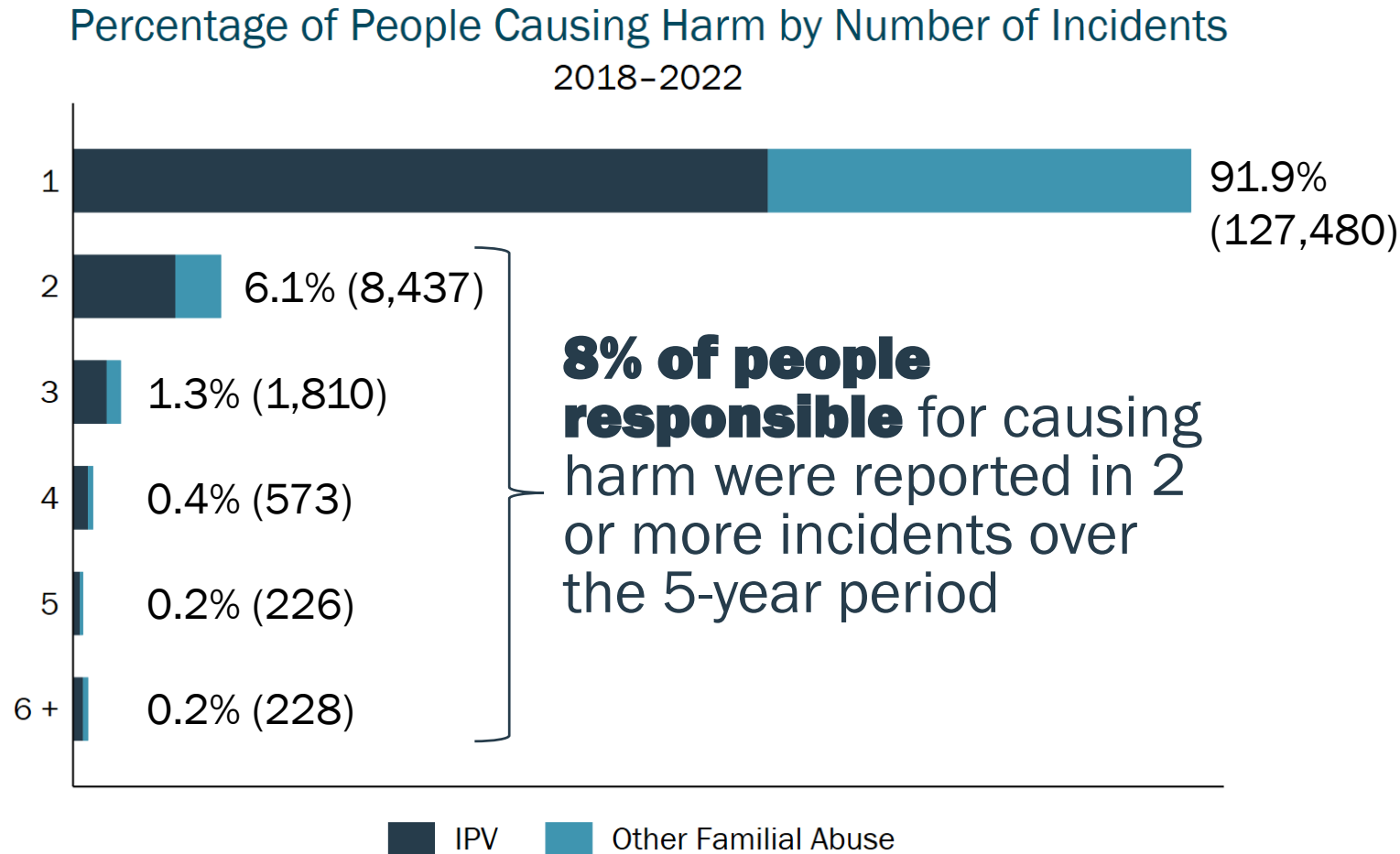
Percent of Officers who Indicated Additional Training Would be Helpful



A majority of respondents felt that calls to the same address were a major issue with DV incidents, but only 9 percent of victims were identified 2 or more times from 2018 to 2022.



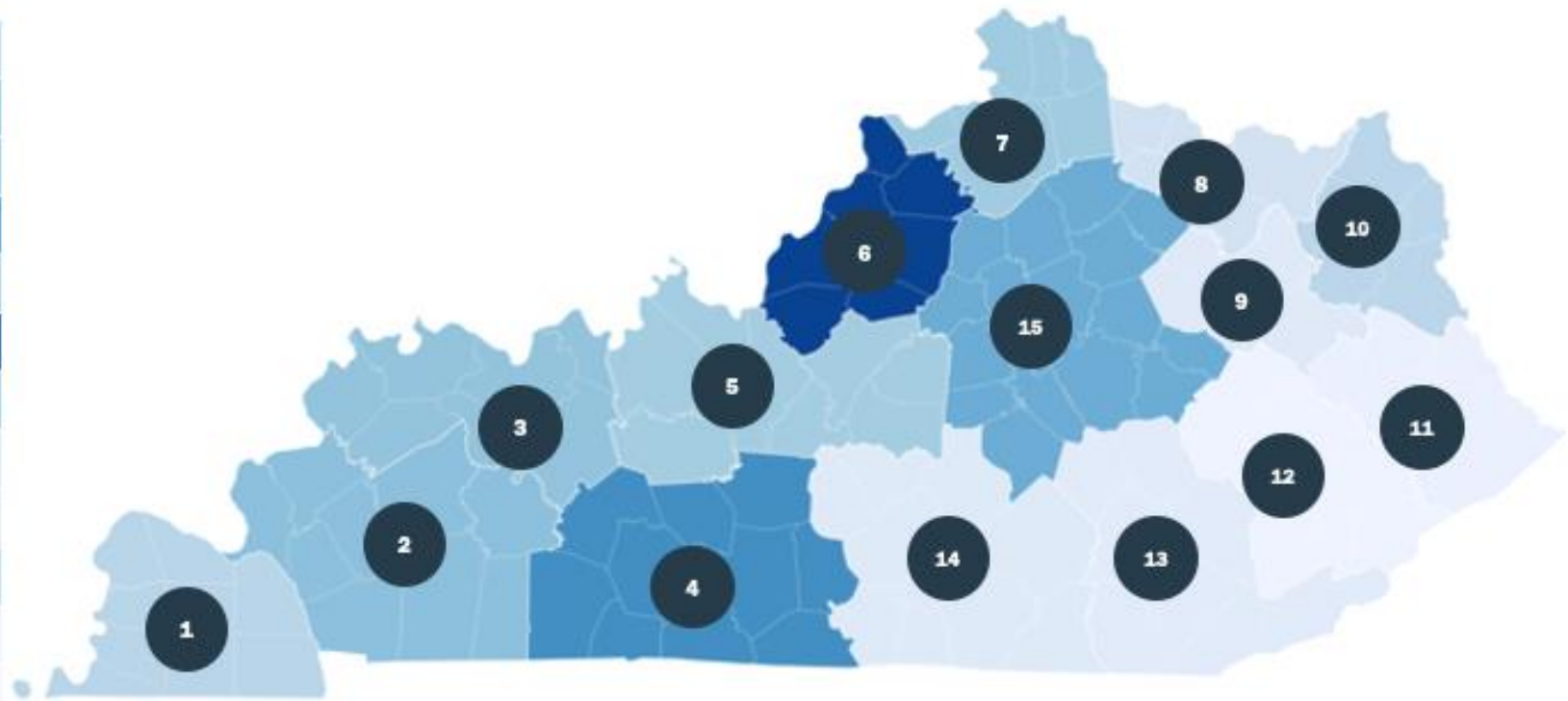
Most respondents saw repeat calls to the same address as a key issue in DV incidents.



Targeted responses for the 8% of people responsible for causing harm who have 2 or more contacts with law enforcement could *reduce recidivism rates among this population.*

The distribution of people with two or more law enforcement contacts for DV varies across Area Development Districts.

1	Purchase
2	Pennyrile
3	Green River
4	Barren River
5	Lincoln Trail
6	KIPDA
7	Northern KY
8	Buffalo Terrace
9	Gateway
10	Fivco
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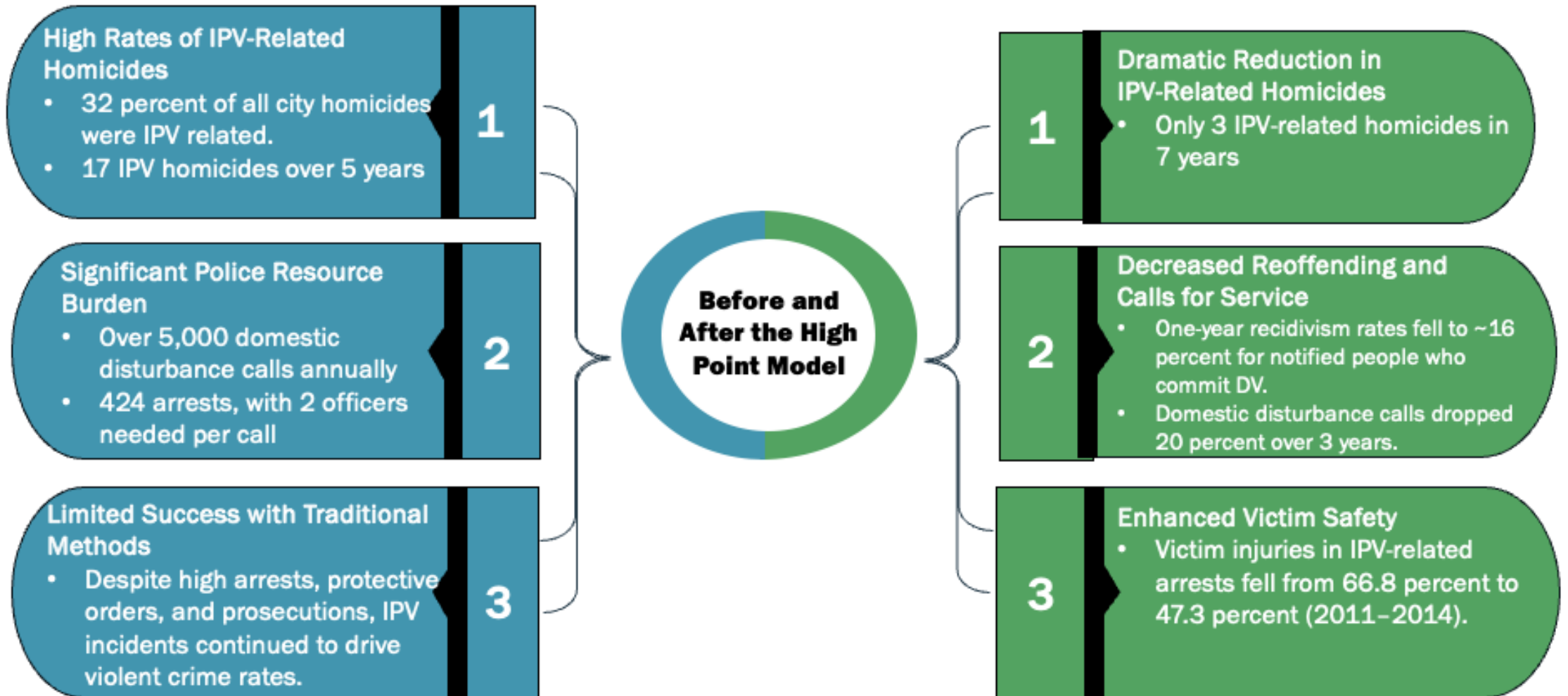


Individuals Causing Harm in Multiple Incidents (per 10k residents) 10 20 30 40 50

The High Point Police Department in North Carolina has achieved substantial reductions in DV re-offenses by implementing targeted interventions for people who repeatedly commit DV.



What have been the impacts of the High Point Model?



Responding to DV calls places a substantial demand on law enforcement resources, requiring significant time, personnel, and coordination.



Respondents indicated that they generally sent two officers to respond to an incident.

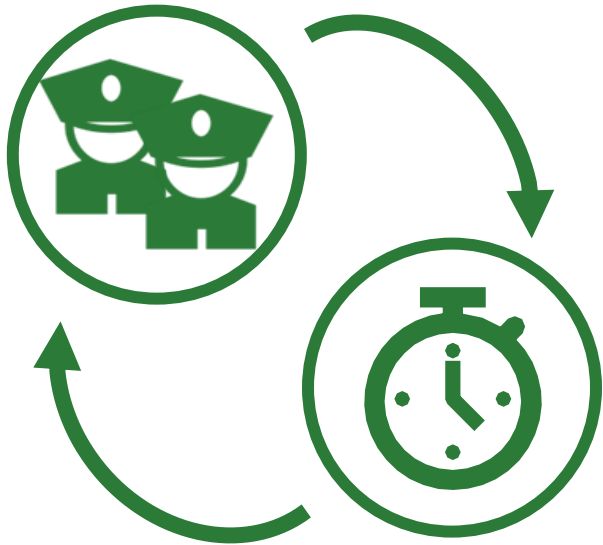
- This created issues for small offices that might have fewer than three officers on duty.
- 80 percent of respondents indicated that the size of staff was the major barrier hindering the agency from effectively responding.



Officers reported that responses to DV calls generally took at least an hour for the initial response.

- In addition, officers sometimes spent extended time on scene to help ensure the victim's safety.
- After the initial call, secondary investigations require additional time and resources.

The way officers respond to DV incidents and complete JC-3 forms helps keep the commonwealth informed and improve responses to these incidents.

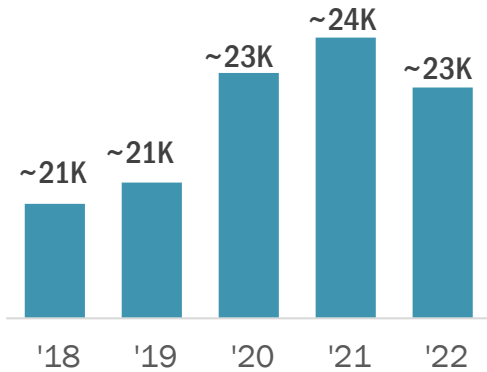


While DV calls appear to require officers' time and resources, respondents generally felt that calls didn't take too much effort.

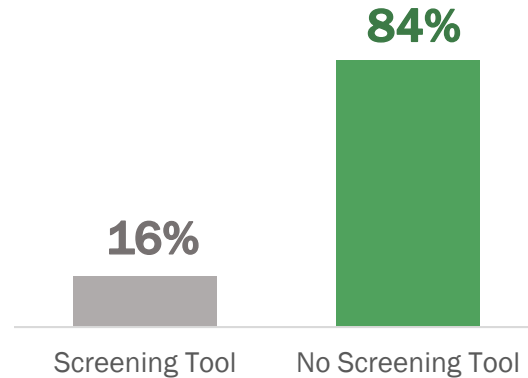
Respondents noted several points that improved responses:

- Ensuring that JC-3 forms are easy to fill out at the scene (roughly 60 percent found it feasible to complete on the scene)
- Making sure officers can submit JC-3 forms electronically
- Having access to protective order information on the scene

Key Takeaways



An average of **~22,000 incidents of IPV occurred from 2018 to 2022.**



Most officers are not using lethality assessments despite their ability to help protect victims who are at the highest risk of being seriously injured or killed.



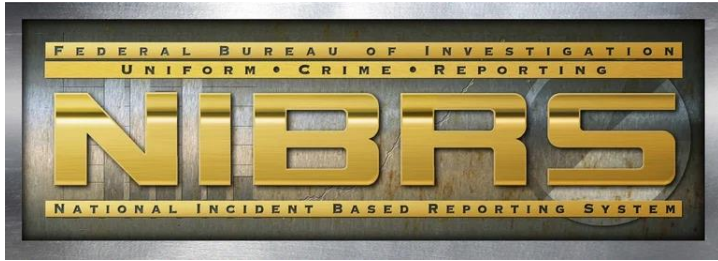
Mental health and substance use are linked to higher likelihoods of violence, and **officers recognize the need for additional training in these areas.**



Targeted responses for the 8 percent of people who have 2 or more contacts with law enforcement could reduce recidivism rates among this population.

National Incident-Based Reporting System (NIBRS)

4



National Incident-Based Reporting System

NIBRS is an incident-based reporting system used by law enforcement agencies for collecting and reporting data on crimes.

Judicial District	Population per Judicial District	Count of arrests for Group A Offenses	Count of arrests for Group B Offenses	Total number of arrests
Indiana, North				
Indiana, South				
Iowa, Northern				
Iowa, Southern				
Kansas				
Kentucky, East				
Kentucky, West				
Louisiana, East				
Louisiana, West				
Maine				
Maryland				
Massachusetts				
Michigan, East				
Michigan, West				
Minnesota				
Mississippi, Nor				
Mississippi, Sou				
Missouri, East				
Missouri, West				
Montana				
Nebraska				
Nevada				
New Hampshire				
New Jersey				
New Mexico				
New York, East				
New York, West				
New York, South				
New York, West				
North Carolina				
North Carolina				
North Dakota				
North Dakota				
Ohio, Northern				
Ohio, Southern				
Oklahoma, East				
Oklahoma, West				

NIBRS Offense Code	OWA - OWC	13A - 13D	13A - 13C	30A - 30B	30A - 30B	300	Count of arrests for Crime Against
NIBRS Offense Description	Homicide offenses	Sex offenses	Assault offenses	Sex offenses, nonforcible	Human trafficking	Kidnapping/abduction	Count of arrests for Crime Against

When the FBI's Uniform Crime Reporting (UCR) Program began publishing federal crime data for 2015, the first report in the fall of 2016 promised a final process that was committed to finding ways to present federal crime data and expand on it yearly. Making good on that promise, this UCR Federal Crime Data report has added additional data each year and framed the data to more closely fit the established UCR standard.

The Traditional Model of UCR

The concept of offenses known was adopted in 1929 by the International Chiefs of Police as the data that would be collected in the UCR Program. The aim was to get a true sense of crime in the nation. The UCR Program was designed to be an initial step for state and local agencies to report the crimes that were most common and most likely to come to the attention of law enforcement. However, because of the types of crimes federal agencies investigate, the way they investigate and build cases is often fundamentally different than that of state and local agencies. As a result, it has typically been difficult to fit the square peg of federal crime data into the round hole of UCR.

A few agencies, such as the National Institutes of Health (NIH) and several agencies within the U.S. Department of the Interior (DOI), investigate in ways similar to state or local authorities. These federal agencies have long reported data to the UCR Program. However, other federal agencies, the FBI included, found it more challenging to fit into the UCR model. This annual report was originally designed as a stepping stone to finding ways to provide a similar transparency and access to federal crime data the UCR Program has brought to state, local, and tribal crime data for nearly 90 years.

Each year, Federal Crime Data moves closer to that goal. The arrest data from the FBI, the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF), the United States Marshals Service (USMS), the Department of Justice Office of the Inspector General (DOJ OIG), and the Environmental Protection Agency Office of the Office of the Inspector General (EPA OIG) have all been mapped to correspond to the UCR's National Incident-Based Reporting System (NIBRS) offense codes. This makes the overlay of federal data with state and local data much easier. (Learn more about NIBRS.)

Federal Agencies Presenting Traditional UCR Data

The federal agencies (e.g., the DOI and the NIH) that have previously provided traditional UCR offense data and employee counts to the Program through established UCR Summary collection methods were, for many years, included in Table 11 and Table B1 of *Crime in the United States*. The data declaration pages, which help the user better understand the data, and the methodology used for these two tables are located in the Data Declarations and Methodology section at the end of this report.

How are NIBRS and JC-3 forms related?

The image shows a screenshot of the 2019 Crime in the United States report. It features a table of NIBRS Offense Codes and a section titled 'Federal Crime Data, 2019'. The NIBRS table lists various offenses such as Homicide, Sex offenses, Assault, and Human Trafficking. The 'Federal Crime Data, 2019' section includes a sub-section 'The Traditional Model of UCR' and 'Federal Agencies Presenting Traditional UCR Data'. The report also includes a list of states on the left side of the page.

Judicial District	Population per Judicial District	Count of arrests for Group A Offenses	Count of arrests for Group B Offenses	Total number of arrests
Indiana, North				
Indiana, South				
Iowa, North				
Iowa, South				
Kansas				
Kentucky, East				
Kentucky, West				
Louisiana, East				
Louisiana, West				
Maine				
Maryland				
Massachusetts				
Michigan, East				
Michigan, West				
Minnesota				
Mississippi, North				
Mississippi, South				
Missouri, East				
Missouri, West				
Montana				
Nebraska				
Nevada				
New Hampshire				
New Jersey				
New Mexico				
New York, East				
New York, North				
New York, South				
New York, West				
North Carolina				
North Dakota				
Ohio, North				
Ohio, South				
Oklahoma, East				
Oklahoma, West				

NIBRS Offense Code	09A - 09C Homicide offenses	13A - 13D Sex offenses	13M - 13C Assault offenses	30A - 30B Sex offenses, nonforcible	50A - 50B Human trafficking	590 Kidnapping/abduction	Count of arrests for Crime Against
09A - 09C							
13A - 13D							
13M - 13C							
30A - 30B							
50A - 50B							
590							

2019 CRIME in the UNITED STATES

Federal Crime Data, 2019

When the FBI's Uniform Crime Reporting (UCR) Program began publishing federal crime data for 2015, the first report in the fall of 2016 promised a fluid process that was committed to finding ways to present federal crime data and expand on it yearly. Making good on that promise, this UCR Federal Crime Data report has added additional data each year and framed the data to more closely fit the established UCR standard.

The Traditional Model of UCR

The concept of offenses known was adopted in 1929 by the International Chiefs of Police as the data that would be collected in the UCR Program. The aim was to get a true sense of crime in the nation. The UCR Program was designed to be an innate step for state and local agencies to report the crimes that were most common and most likely to come to the attention of law enforcement. However, because of the types of crimes federal agencies investigate, the way they investigate and build cases is often fundamentally different than that of state and local agencies. As a result, it has typically been difficult to fit the square peg of federal crime data into the round hole of UCR.

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Federal Agencies Presenting Traditional UCR Data

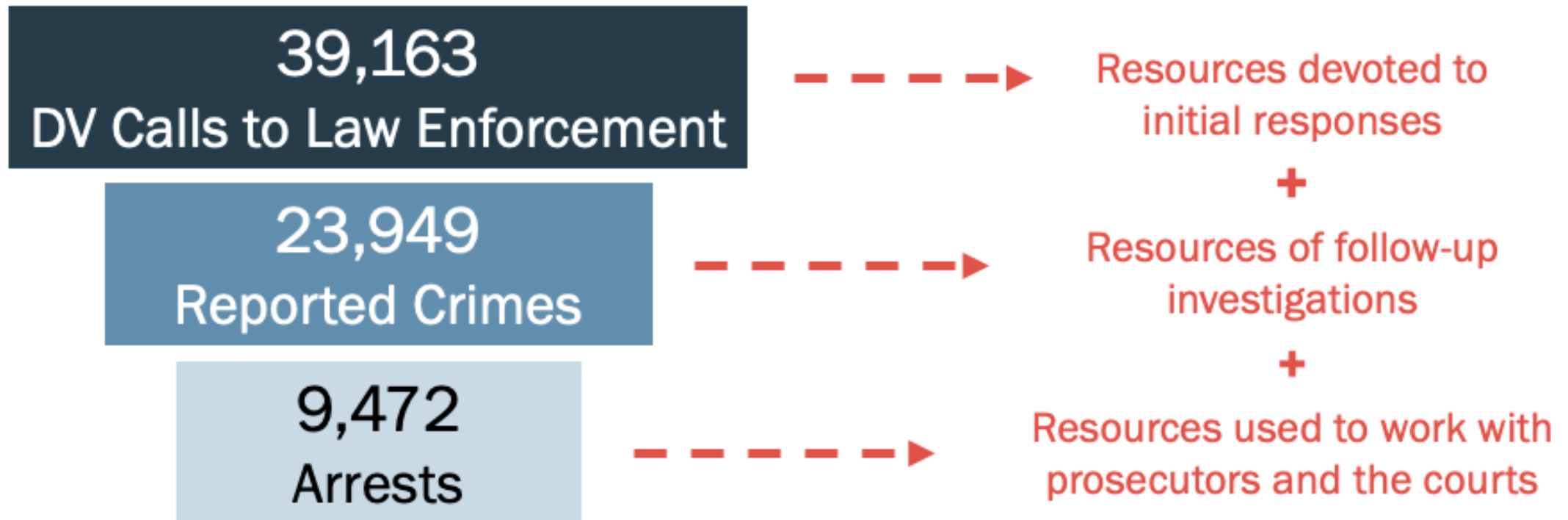
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While data collected from the JC-3 forms highlights how many DV incidents law enforcement responds to, NIBRS data represents how many of these incidents are reported as crimes.

Data collected for the NIBRS program can provide additional insight into how intertwined DV is with overall criminal trends across the commonwealth.

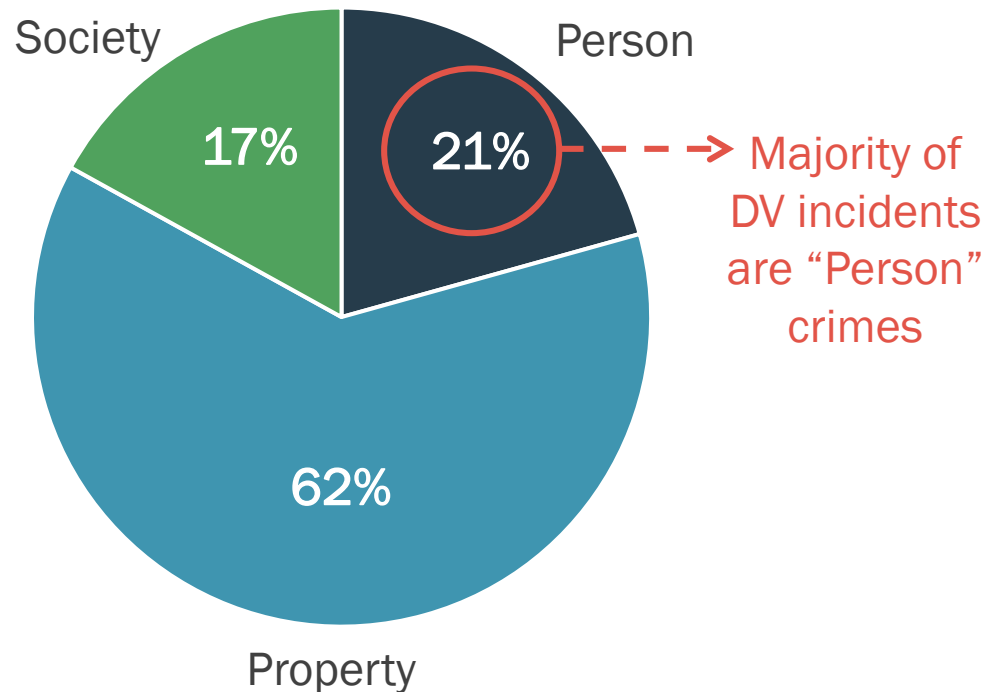
In Kentucky, only a portion of DV-related law enforcement responses result in reported crimes to NIBRS, and only a fraction of incidents result in an arrest.

Estimated DV Contacts with Law Enforcement



When law enforcement responses rise to the level of crimes, they are reported as “crimes against persons” to NIBRS.

Kentucky Reported Incidents by NIBRS
Category: 2016–2021

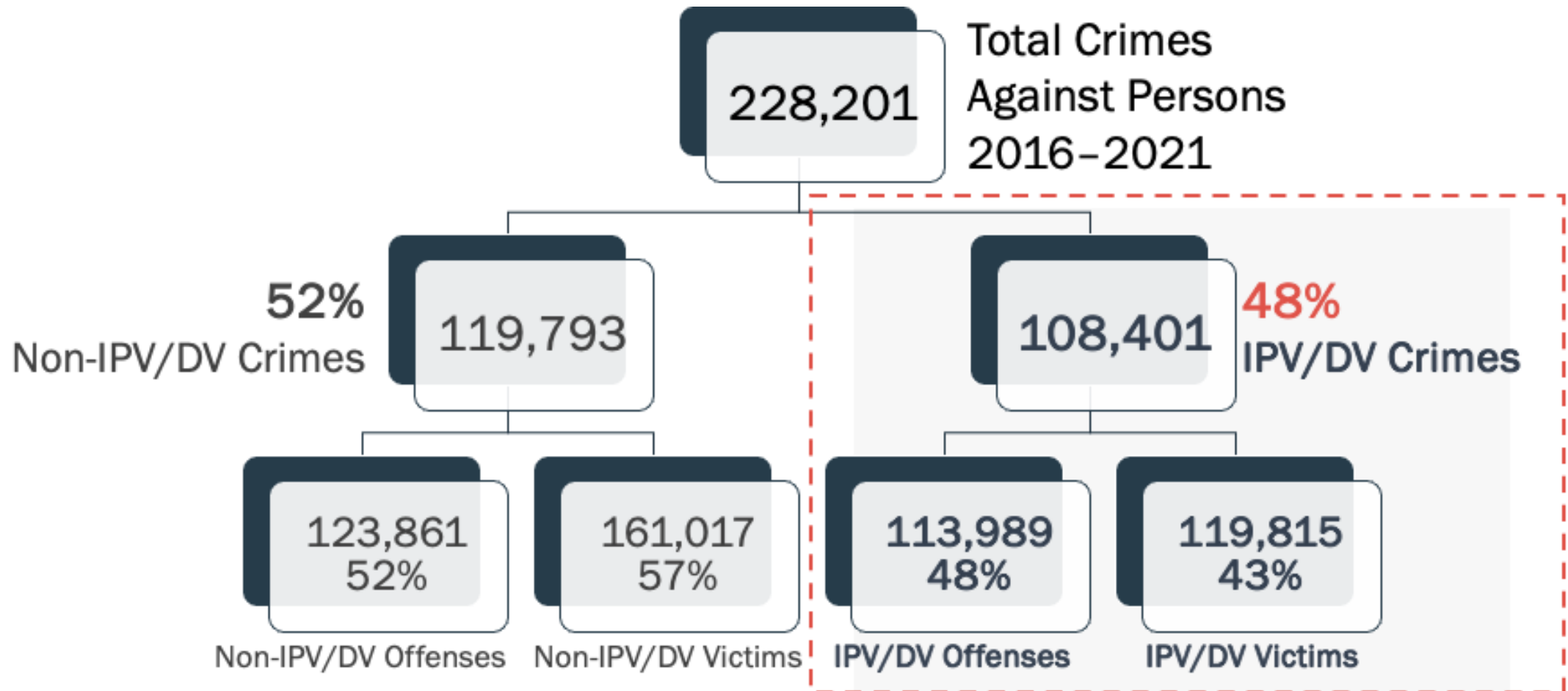


Crimes against persons, e.g., murder, rape, and assault, are those whose **victims are always people**.

The object of **crimes against property**, e.g., robbery, bribery, and burglary, is to **obtain money, property, or some other benefit**.

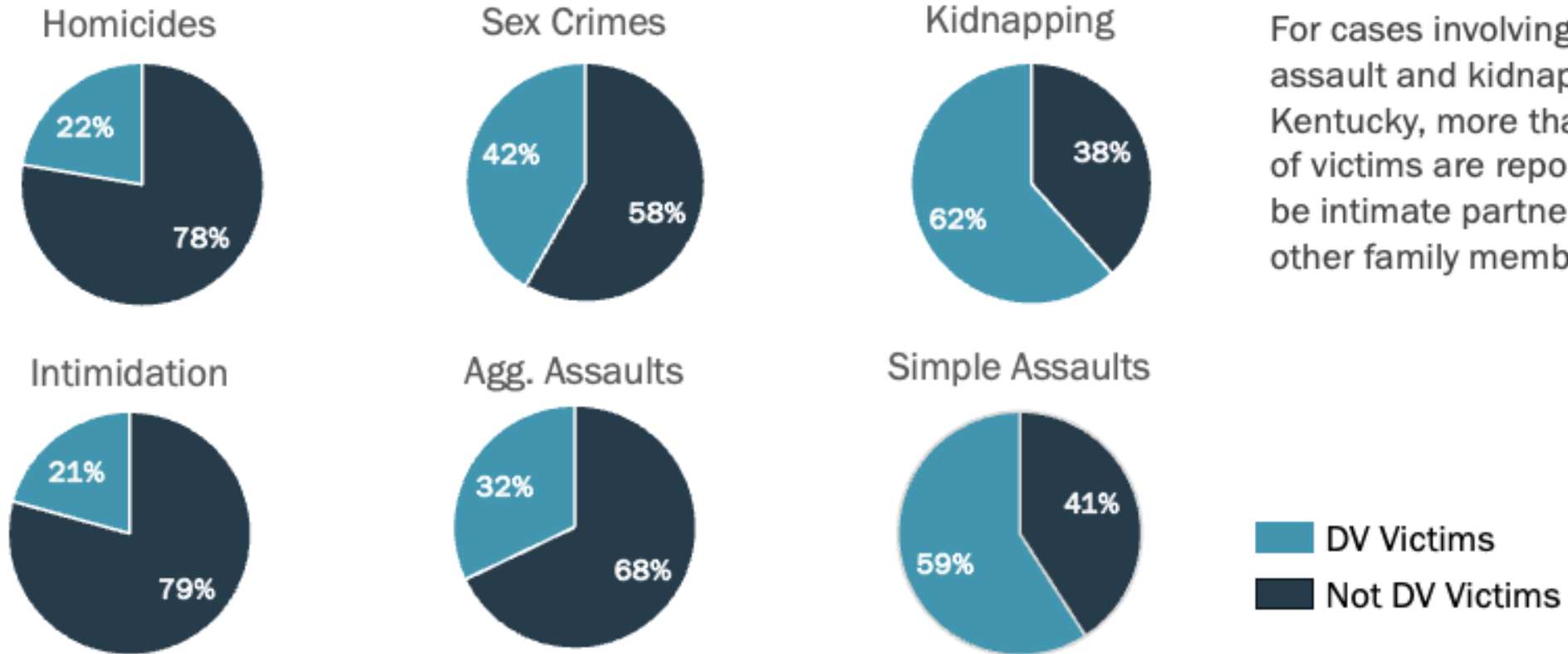
Crimes against society, e.g., gambling, prostitution, and drug violations, **represent society’s prohibition against engaging in certain types of activity**; they are typically victimless crimes in which property is not the object.

Over a 6-year period, almost half of all person (violent) crimes in Kentucky involve DV.



Victims of IPV are seen across all person offense types.

Percent of Victims in Kentucky Identifying as Intimate Partner/Family Violence for Selected Offenses 2016–2021

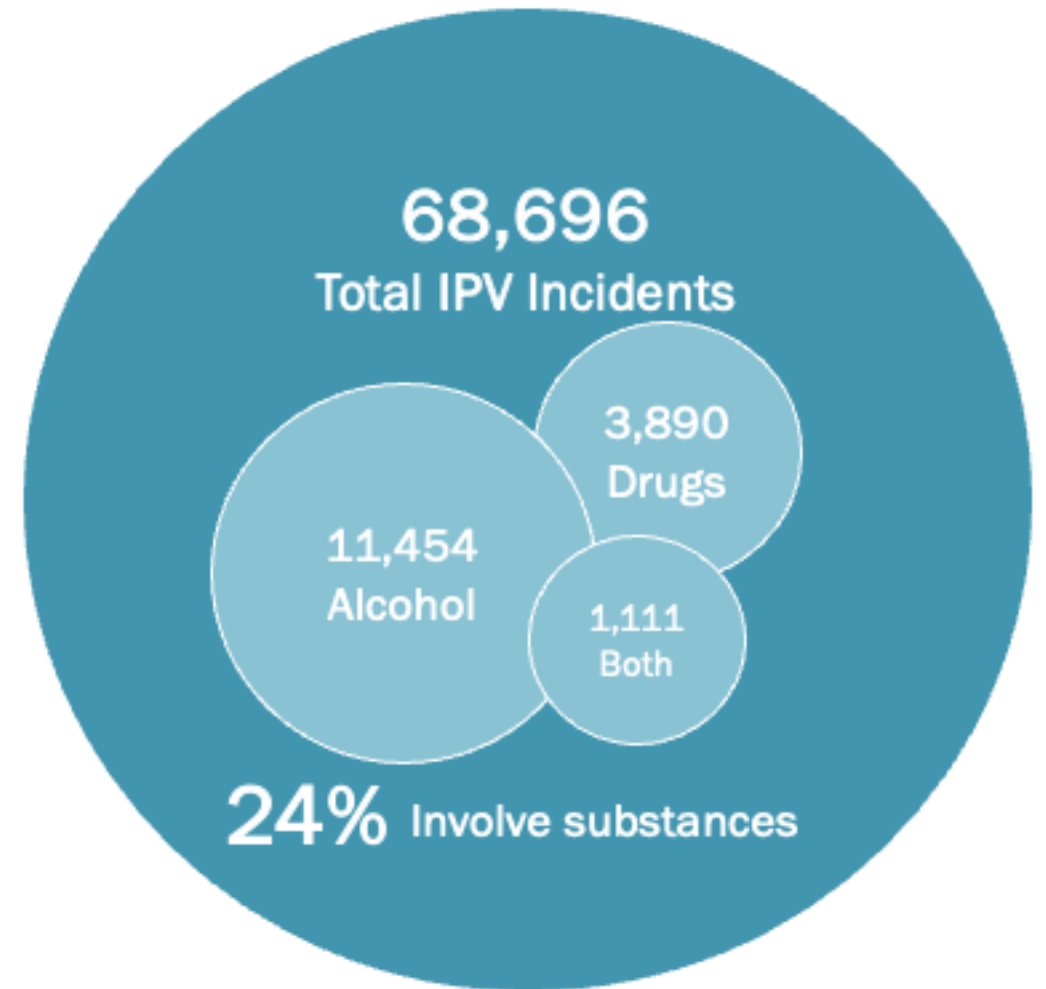


For cases involving simple assault and kidnapping in Kentucky, more than half of victims are reported to be intimate partners or other family members.

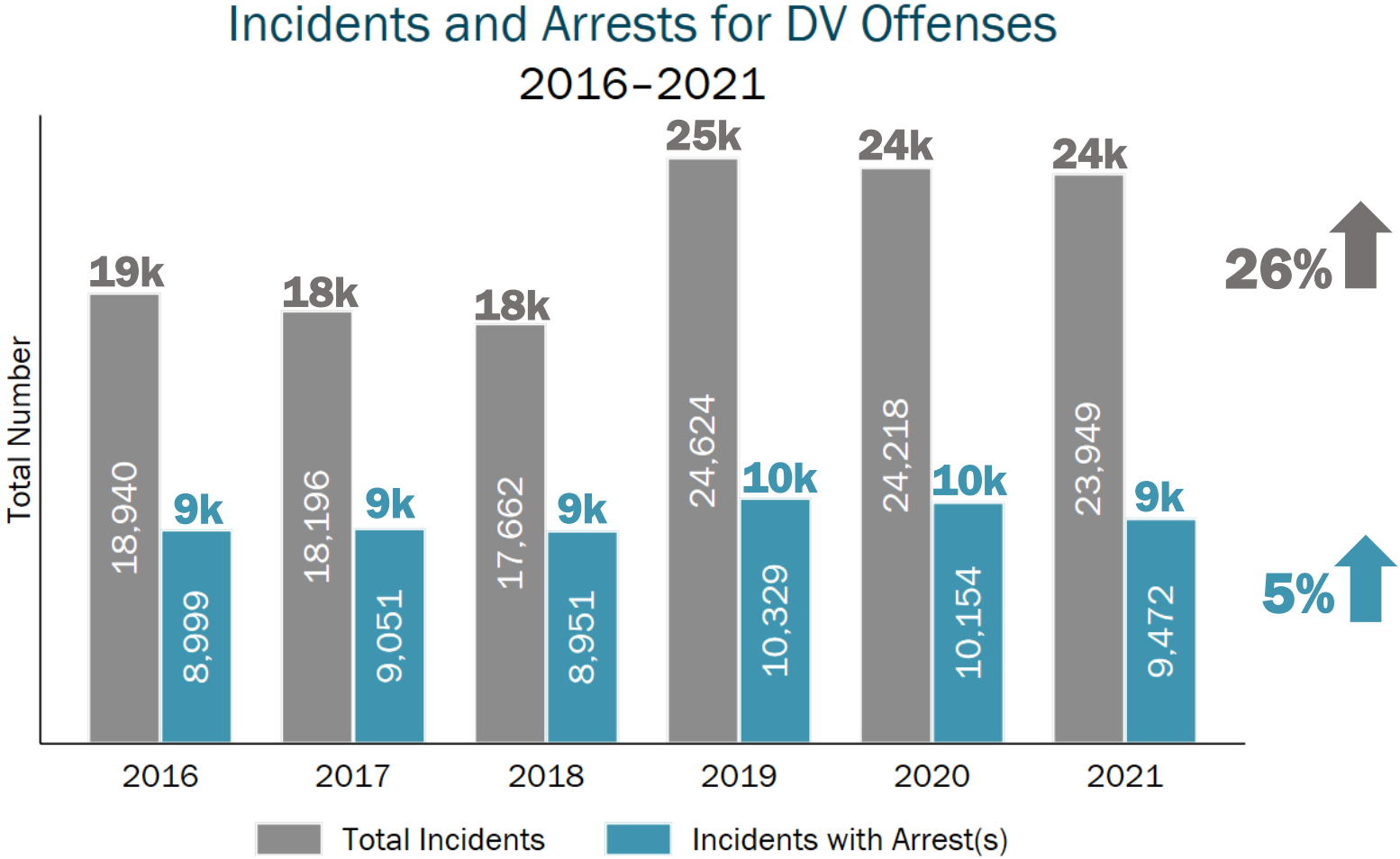
Alcohol and/or drugs were involved in at least 24 percent of all reported IPV incidents in the Commonwealth.

Research suggests that there is significant under-reporting in NIBRS of incidents where alcohol or drugs were involved.

Proportion of IPV Incidents in Kentucky Involving Drugs or Alcohol:



Annually, the number of reported incidents and arrests for DV offenses in Kentucky has been increasing compared to 2016.



Arrests occurred in nearly half of all reported DV cases between 2016 and 2021 in Kentucky.

Arrests for DV Offenses, 2016-2021



Murder



Sex Offenses



Agg. Assault



Kidnapping

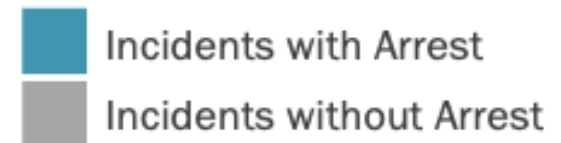


Simple Assault



Intimidation

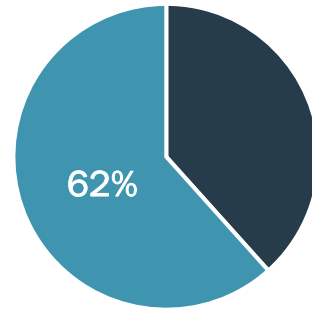
Overall, arrests in DV cases occurred in **49%** of all reported crimes over the 6 years



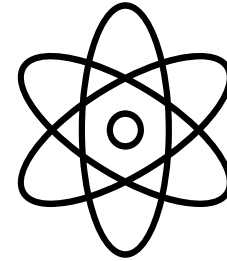
Key Takeaways



Nearly half of all person (violent) crimes in Kentucky involve DV over a six-year period.



Over 60 percent of kidnapping offenses (e.g., unlawful restraint or custodial interference) involve victims of DV.



Of the nearly 70,000 IPV incidents reported in NIBRS, **about 16,000 incidents involved alcohol and/or drugs.**



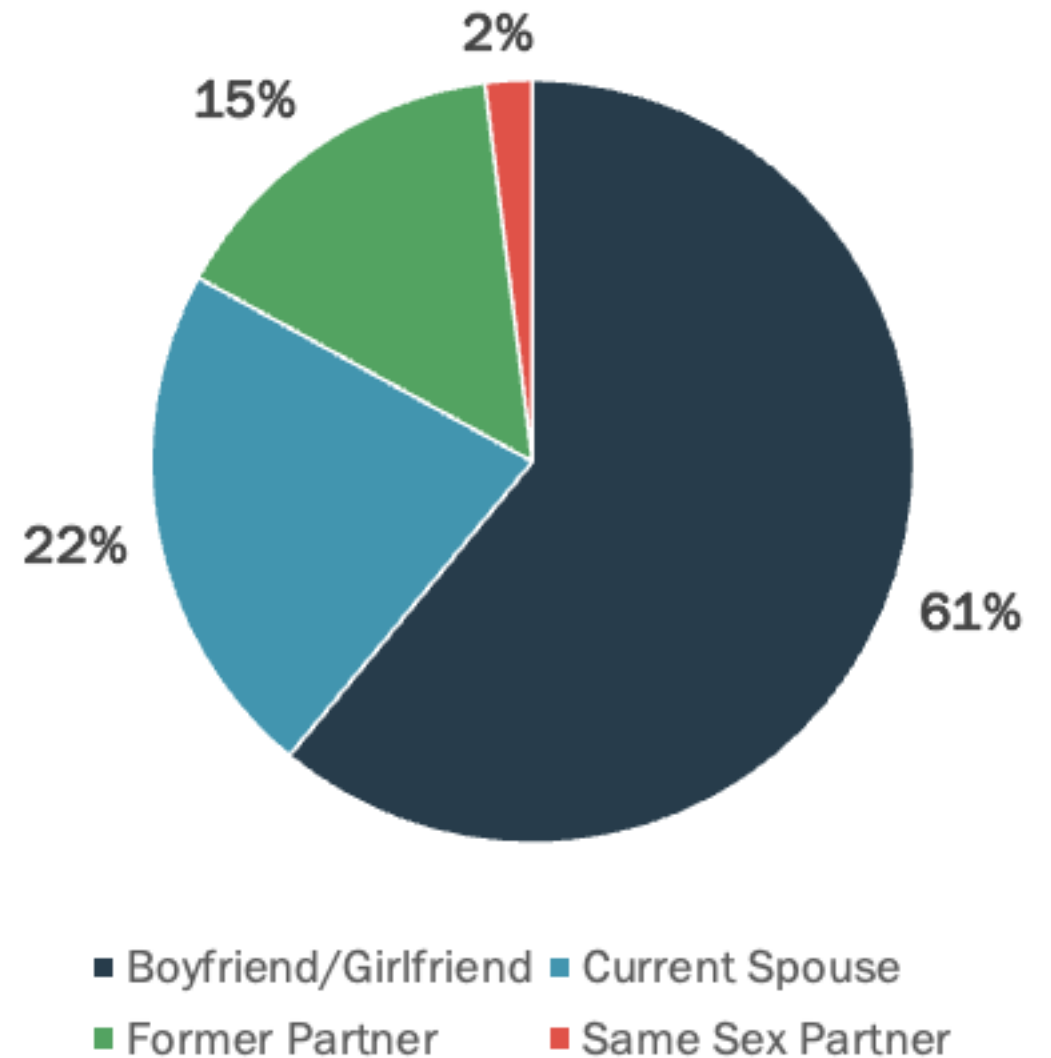
Nearly half of all reported DV cases resulted in arrests between 2016 and 2021.

Victim Demographics and Services

5

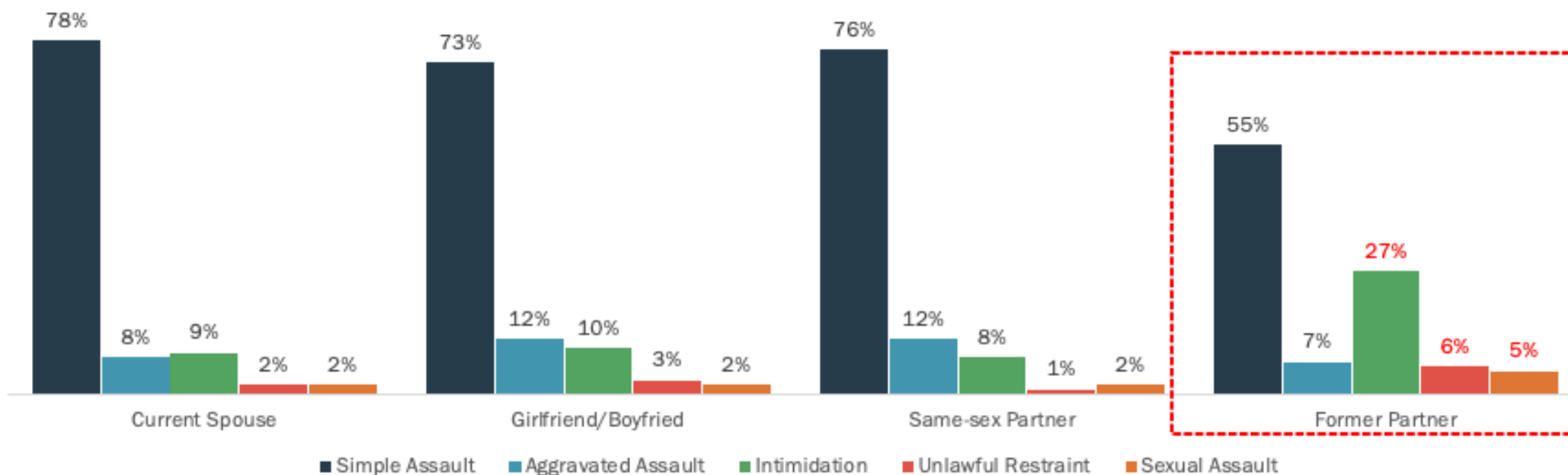
Most IPV victims in Kentucky are in dating relationships, followed by those in current marital relationships.

Reported IPV Victims by Relationship Type in Kentucky: 2016–2021

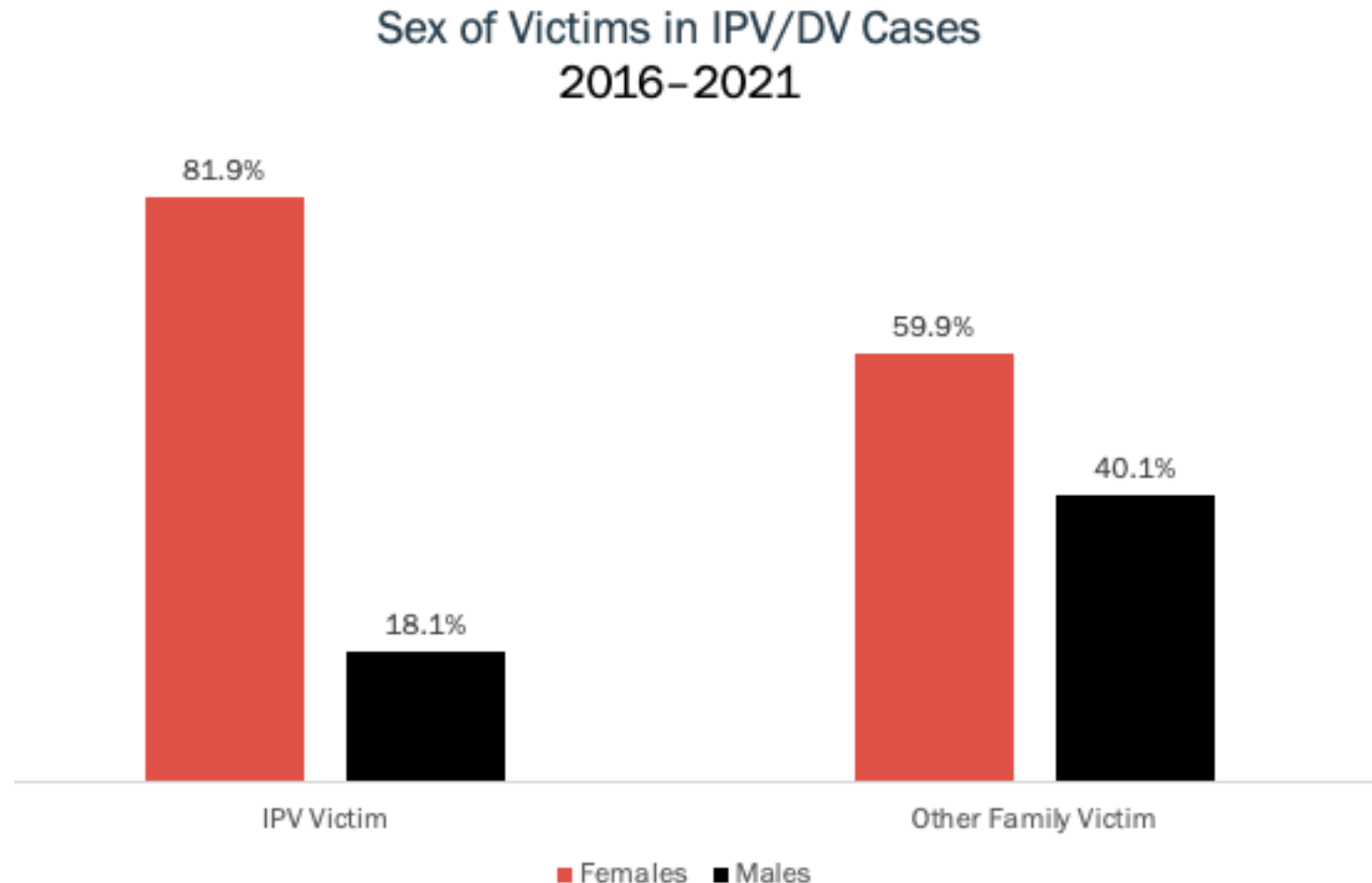


Assaults are the most frequently occurring types of offenses, but former partners report more intimidation, unlawful restraint, and sex assaults than other IPV relationships.

Most Common Reported IPV Offenses in Kentucky
by Type of IPV Relationship, 2016–2021

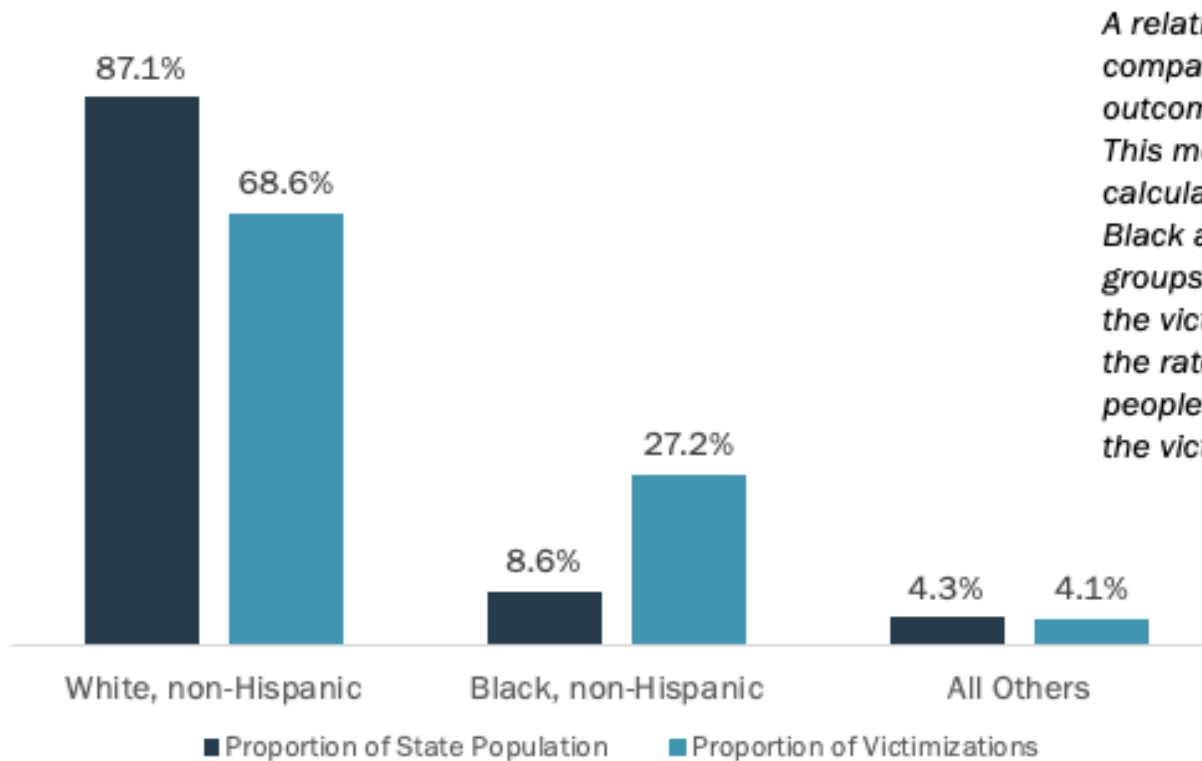


Women are victims in 82 percent of IPV cases and victims in 60 percent of cases involving other family members in Kentucky.



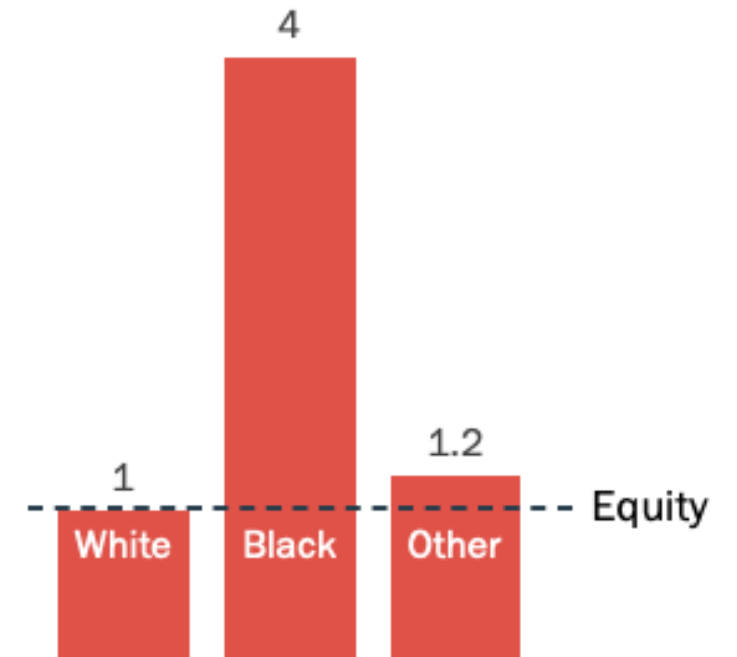
Black Kentuckians are disproportionately over-represented in reported IPV cases, with a victimization rate 4 times the rate of White victims.

Race Breakdown of IPV Victims



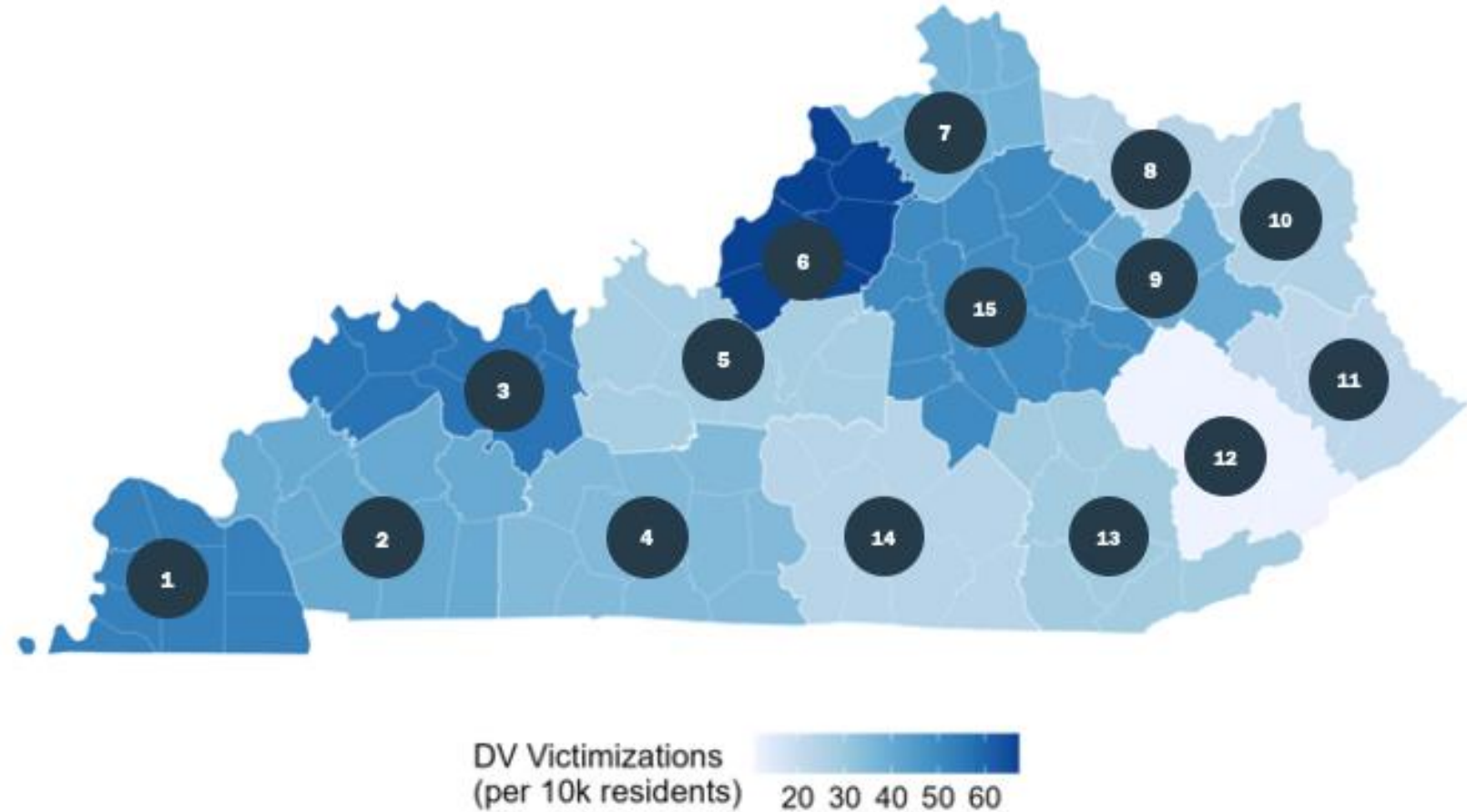
A relative rate index compares events or outcomes between groups. This method allows us to calculate the rate at which Black and other racial groups are represented in the victim data compared to the rate at which White people are represented in the victim data.

Relative Rate Index



The volume of DV victims differs across the Area Development Districts.

1	Purchase
2	Pennyrile
3	Green River
4	Barren River
5	Lincoln Trail
6	KIPDA
7	Northern KY
8	Buffalo Terrace
9	Gateway
10	Fivco
11	Big Sandy
12	Kentucky River
13	Cumberland Valley
14	Lake Cumberland
15	Bluegrass



Over the course of this project, CSG Justice Center staff have met with victim advocates that offer a variety of different services.

What we've heard:

“Systems are often Euro-centric and fail to include the voices of marginalized communities as they seek support, accompaniment, and ways to cope with domestic violence.” –Victim Advocate

“Victims often struggle to provide the specific documentation required by statute for their victim compensation applications, making it difficult to process and approve.” –Victim Compensation Staff



The 2020 Violence Against Women Act Statewide Needs Assessment highlighted several recommendations.

Training & Education

Institutionalize a training curriculum to address the topics identified throughout this report for judges, circuit court clerks, and the larger court community.

Access

Collaborate with the Department of Language Access at the AOC to assess gaps and priorities to provide meaningful language access for all Kentuckians accessing the court system.

Protective Order

Collaborate with local law enforcement agencies to address barriers that prevent timely service of protective orders, especially in rural communities.

Safety

Courts should partner with law enforcement and local victim service organizations to develop security strategies and protocols for cases involving DV, IPV, sexual violence, and stalking.

Offender Accountability

The court system should partner with local BIP providers and service providers to understand each other's roles and implement a process for referrals and court-ordered participation.

The Kentucky Crime Victims Compensation Fund helps victims of crime who suffer physical or mental injury or death because of the crime.

Who is eligible and when must they file?

- Victim of criminally injurious conduct
- Surviving parent, spouse, or child of a victim of criminally injurious conduct who died as a direct result of such conduct
- Any other person dependent for his or her principal support upon a victim who died as a result of the crime
- Any person who is legally responsible for the medical expenses or funeral expenses of a victim
- Five (5) years from the date of the crime to file or claim good cause exception

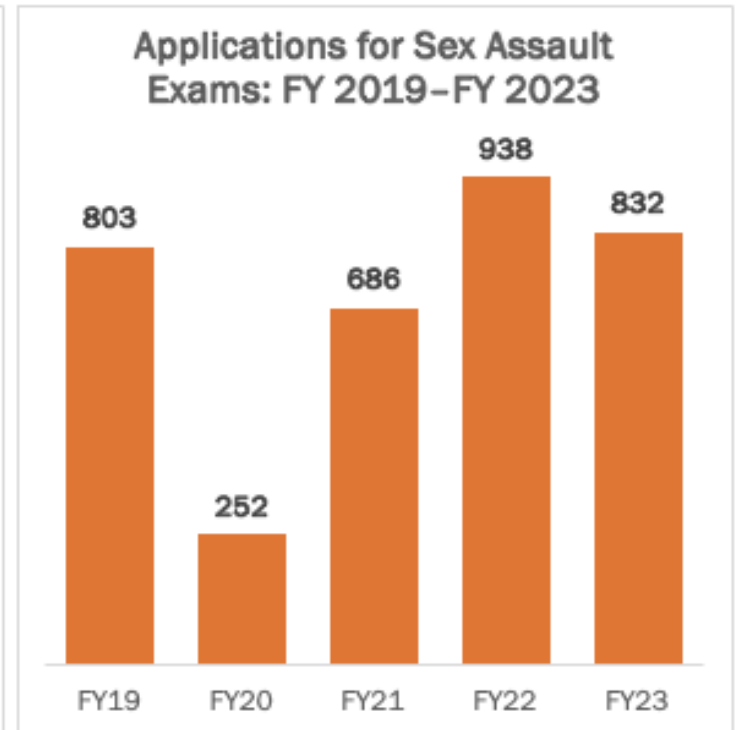
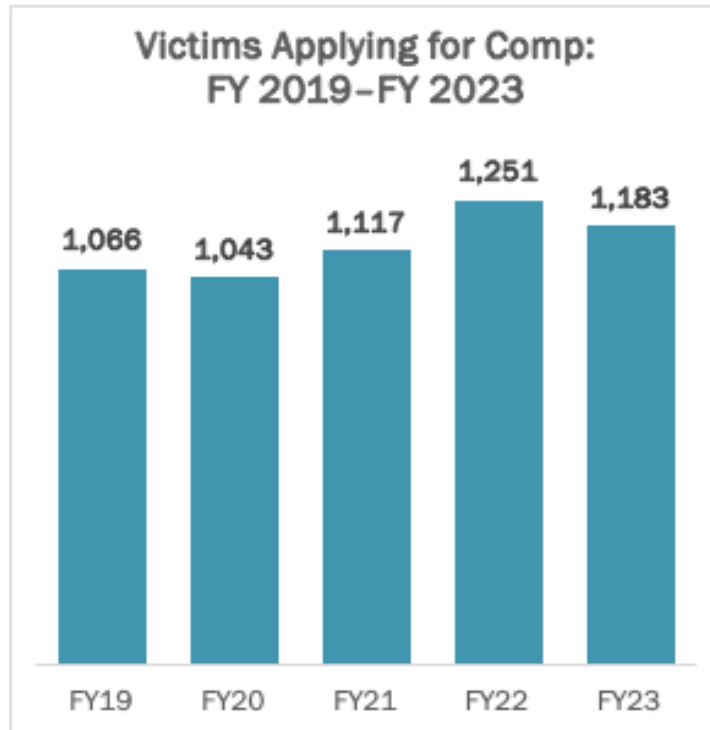


California has expanded eligibility claims to more family members of a victim of violent crime beyond spouse, parent, or child to also include sibling, grandchild, grandparent, domestic partner, roommate, caretaker of a minor victim, and a good Samaritan.



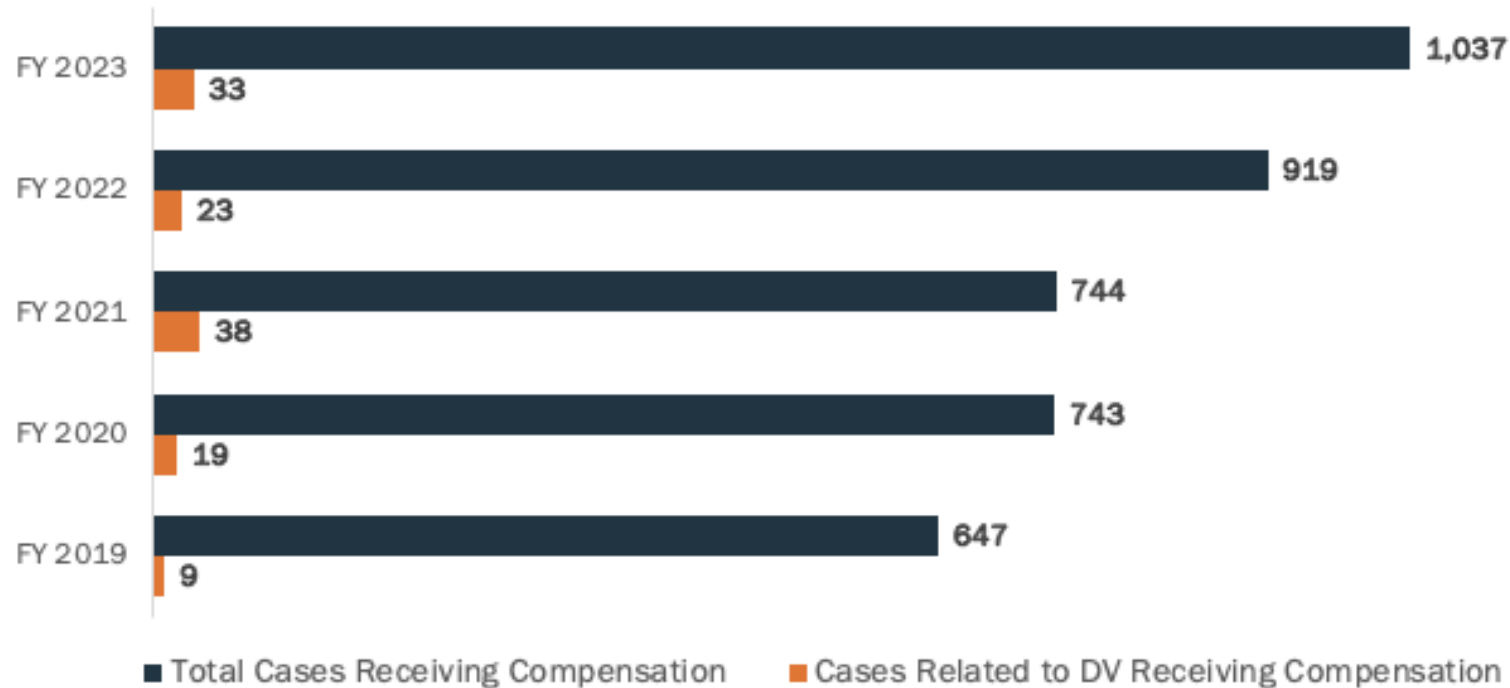
Iowa includes specific eligibility for homicide survivors. These survivors can include anyone related by blood or affinity to the deceased victim at the time of the crime.

The amount of victim compensation payments, number of victims applying for compensation, and number of applications for sex assault exams have varied over the past five years.



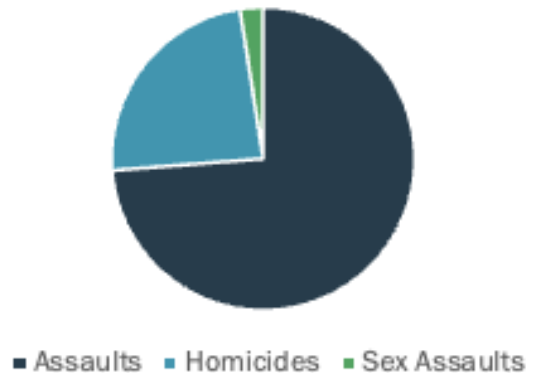
A small number of victims of DV receive compensation through the Office of Victims of Crime.

Number of Cases Receiving Compensation, FY 2019–FY 2023



Kentucky has been increasing compensation payments to victims of domestic and family violence over the past 5 fiscal years.

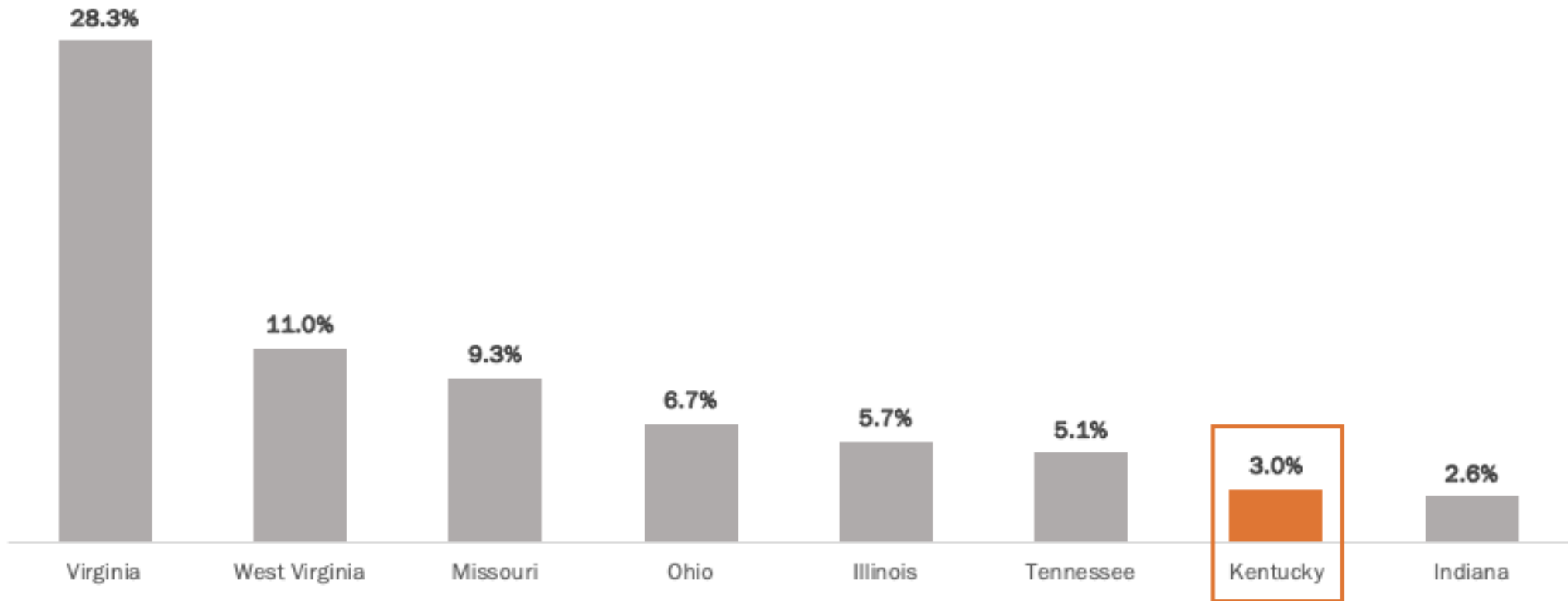
Type of Offenses in DV Compensation Claims



The majority of payments cover costs associated with an assault.

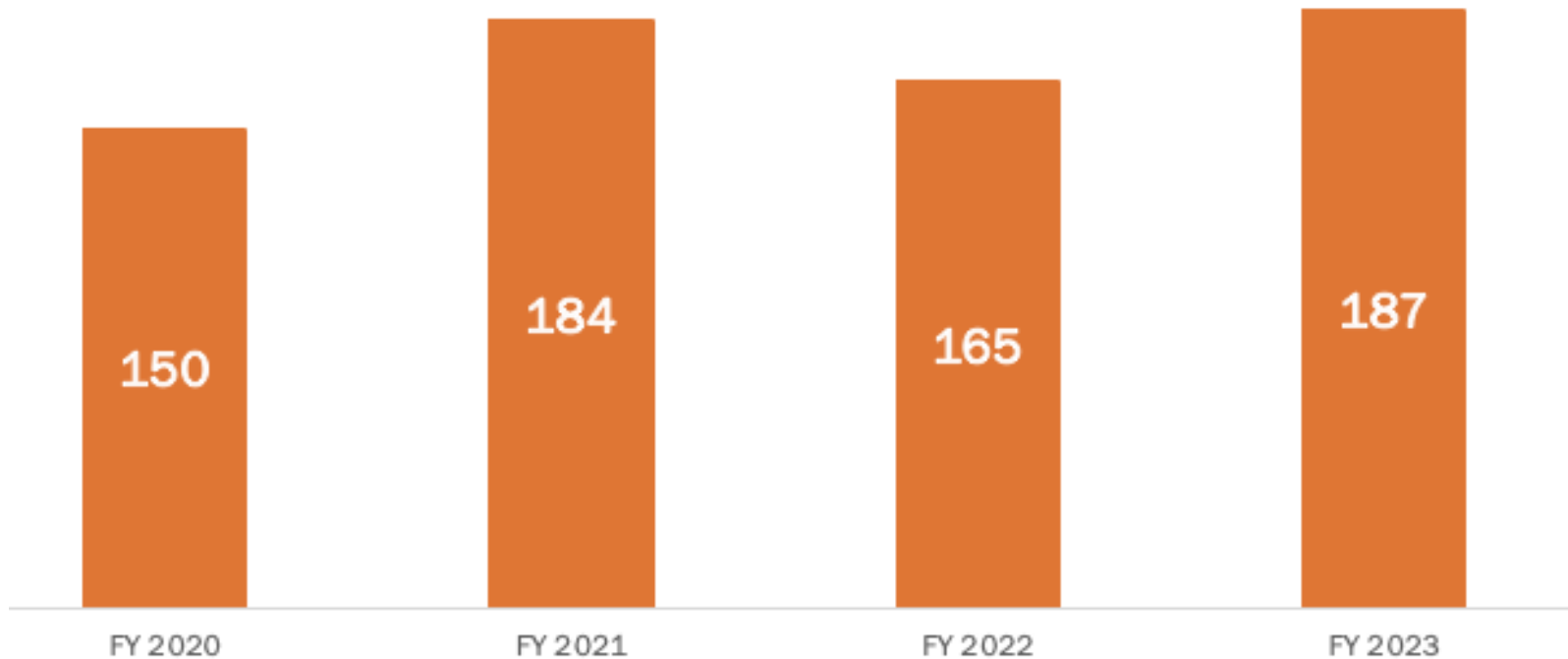
Kentucky ranks near the bottom among surrounding states in the percent of victim compensation for DV-related claims.

Percent of DV-Related Compensation Payments, FY 2019–FY 2023



Between 2020 and 2023, the average processing time for a victim compensation application in Kentucky was about 5–6 months.

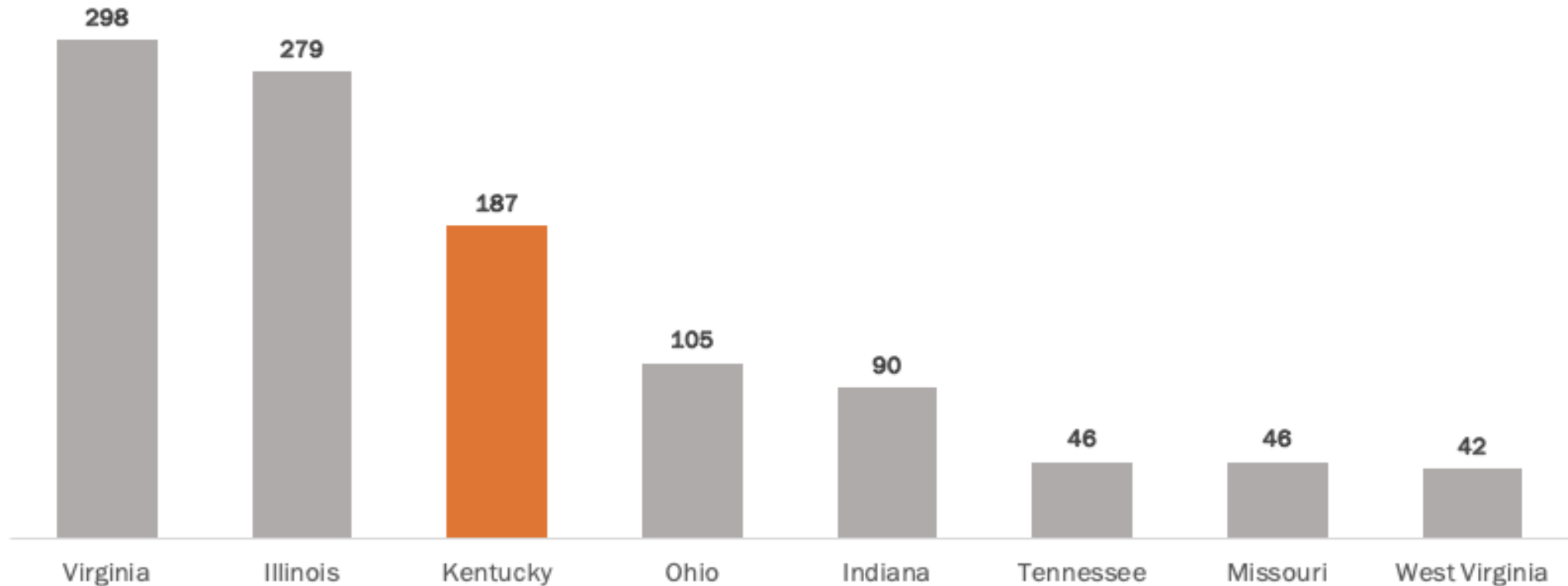
Days from Time of Receipt of Victim Compensation Application to Decision, FY 2020–FY 2023



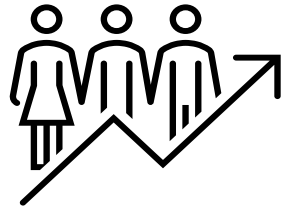
The Office of Claims and Appeals has noted that the office has seen an increase in processing times for crime victim compensation claims, primarily due to low staffing levels relative to the volume of applications received.

In 2023, Kentucky had the third-highest processing time of victim compensation applications compared to surrounding states.

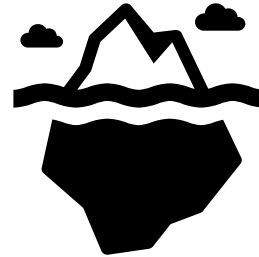
Processing Time (in Days) of Victim Compensation Applications, 2023



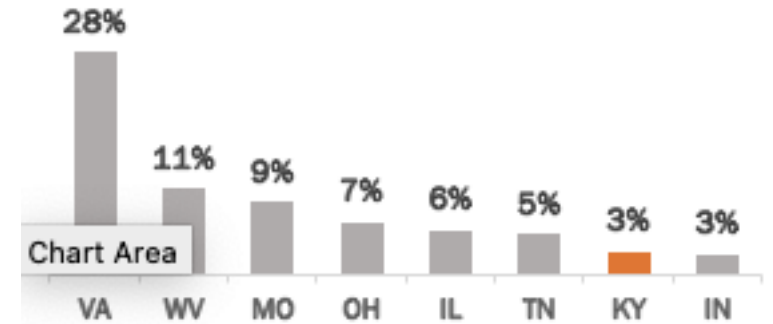
Key Takeaways



In Kentucky, women and Black individuals experience DV at disproportionately higher rates compared to men and White Kentuckians.



Kentucky's 2020 VAWA Statewide Needs Assessment highlights **challenges that the commonwealth is still facing today.**



Kentucky has one of the lowest percentages of victim compensation for DV-related claims among neighboring states.

Let's Discuss: Questions or Comments?



Next Steps

6

Key Takeaways from Today's Presentation

- 48 percent of all person (violent) incidents involve DV in Kentucky.
- Most law enforcement offices that were surveyed aren't using lethality assessments despite their ability to help protect victims who are at the highest risk of being seriously injured or killed.
- Of the nearly 70,000 IPV incidents reported in NIBRS for Kentucky, about 16,000 (24 percent) involved alcohol and/or drugs.
- In Kentucky, women and Black individuals experience DV at disproportionately higher rates compared to men and White Kentuckians.
- Over a 5-year period, 4,090 cases received victim compensation but only 122 of those went to cases involving DV.

Discussion Questions



How can partnerships and collaboration between all three branches of government improve responses to DV?



What additional resources are needed to support survivors in Kentucky, and how can the commonwealth better align state funding and resources to meet these needs?



How can Kentucky increase accountability in DV cases?



In what ways might systemic inequalities, such as those impacting women, Black Kentuckians, and other historically marginalized groups, influence the prevalence of DV?

Today we discussed how we:



Analyzed the prevalence of DV in the commonwealth



Analyzed JC-3 forms submitted to KSP by local law enforcement



Reviewed DV trends in NIBRS reported crime data



Reviewed what services are available to victims within the commonwealth



Asked local law enforcement about their experience responding to DV



Analyzed trends to learn victim demographic information

Next time we'll discuss how we:



Analyzed civil protection order data and practices



Conducted focus groups with probation officers



Facilitated focus groups with judges and BIP providers



Visited local jails and reviewed jail practices



Analyzed DOC data analysis (prisons and supervision)



Developed recommendations for the commonwealth

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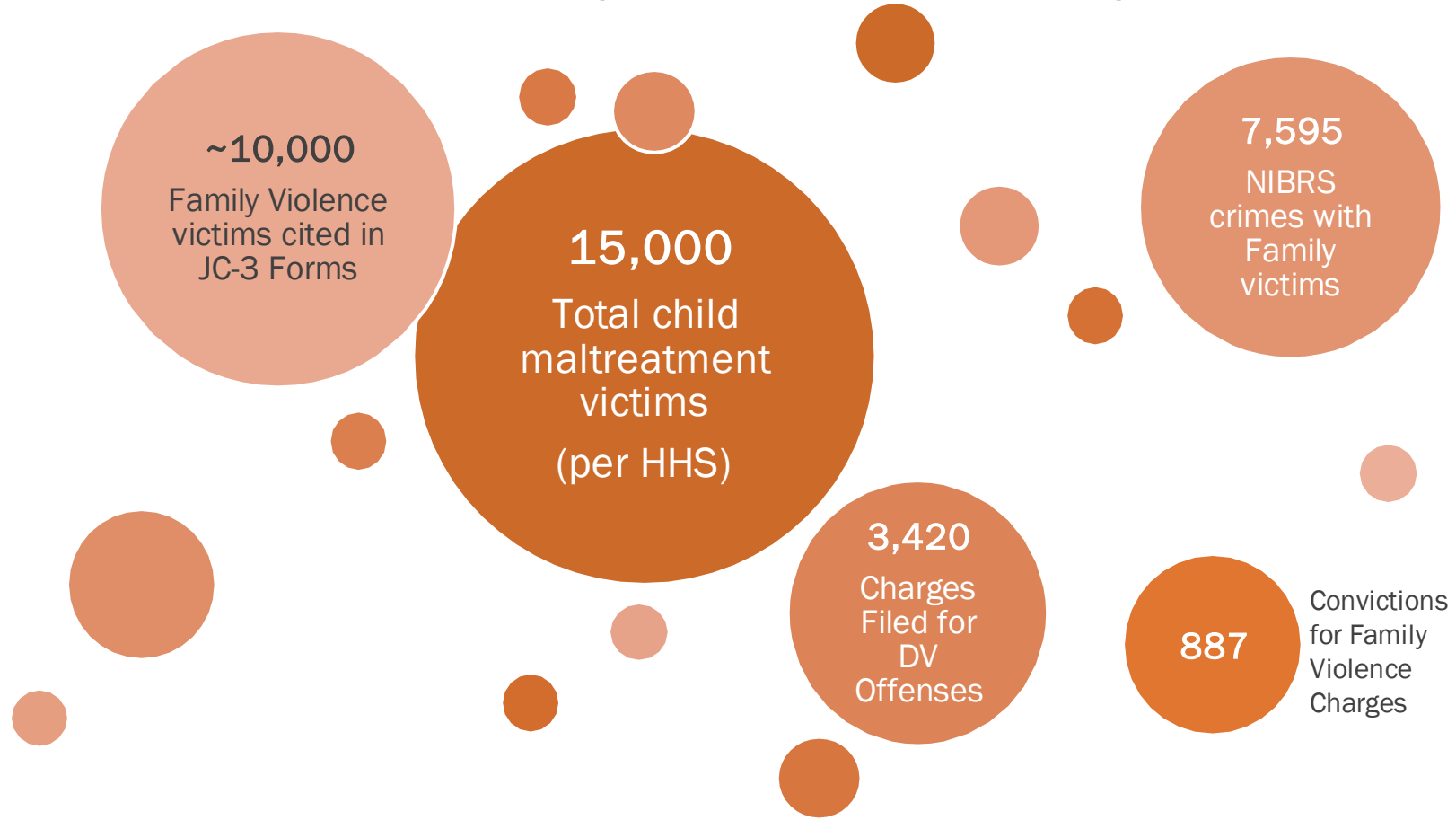
For more information, please contact Rhonda Ekwunoh at rekwunoh@csg.org

This project was supported by Grant No. 15PBJA-21-GK-04348-JRIX awarded by the Bureau of Justice Assistance. The Bureau of Justice Assistance is a component of the Department of Justice's Office of Justice Programs, which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, the Office for Victims of Crime, and the SMART Office. Points of view or opinions in this document are those of the author and do not necessarily represent the official position or policies of the U.S. Department of Justice. To learn more about the Bureau of Justice Assistance, please visit bja.gov.

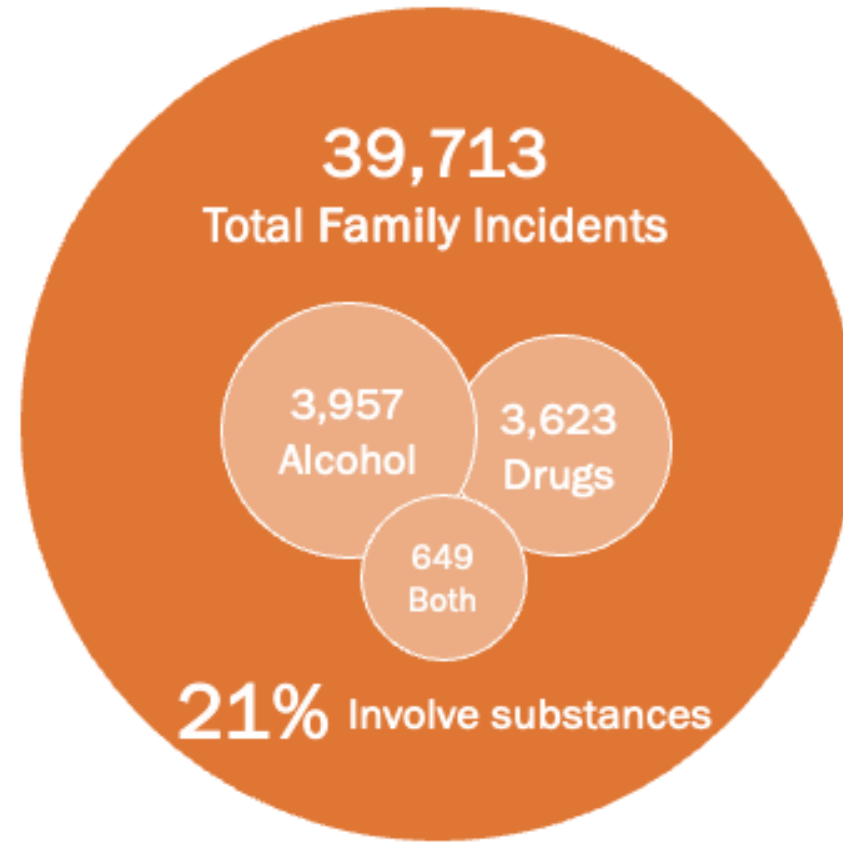
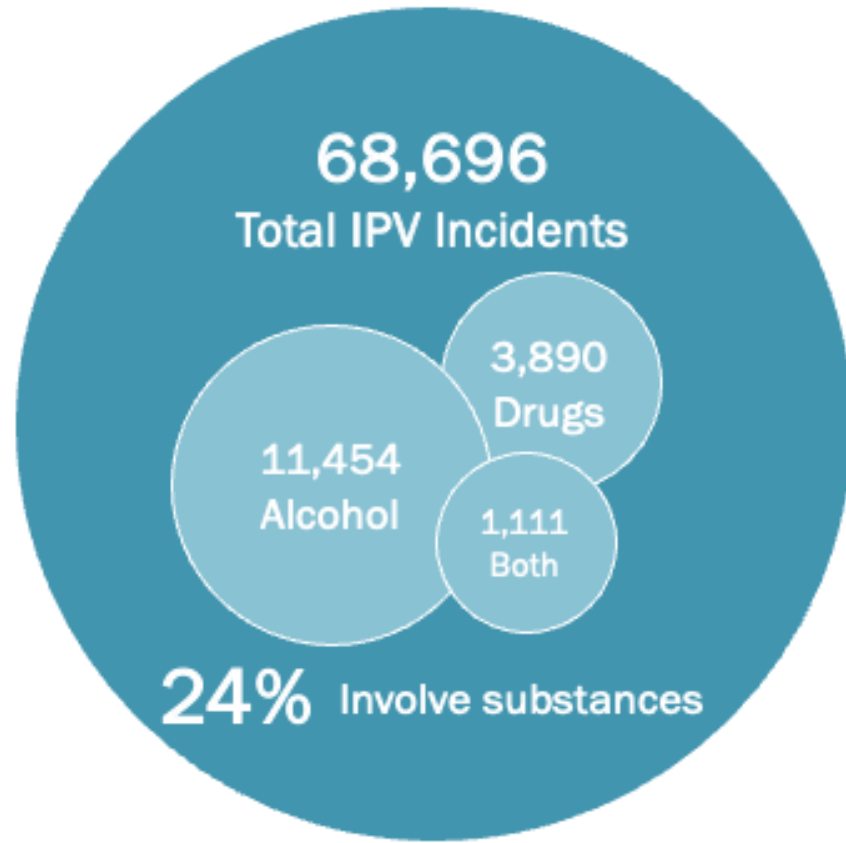
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There is more information collected on intimate partner violence than on other family violence incidents.

At a Glance: Family Violence in Kentucky in 2021

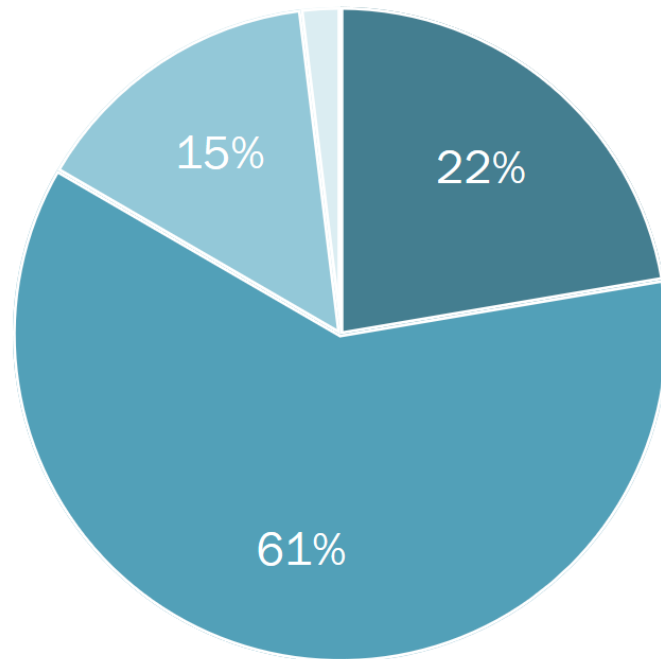


Out of those **108,401** DV incidents, alcohol and/or drugs were involved in at least **23** percent of incidents and **11** percent of all crimes against persons.



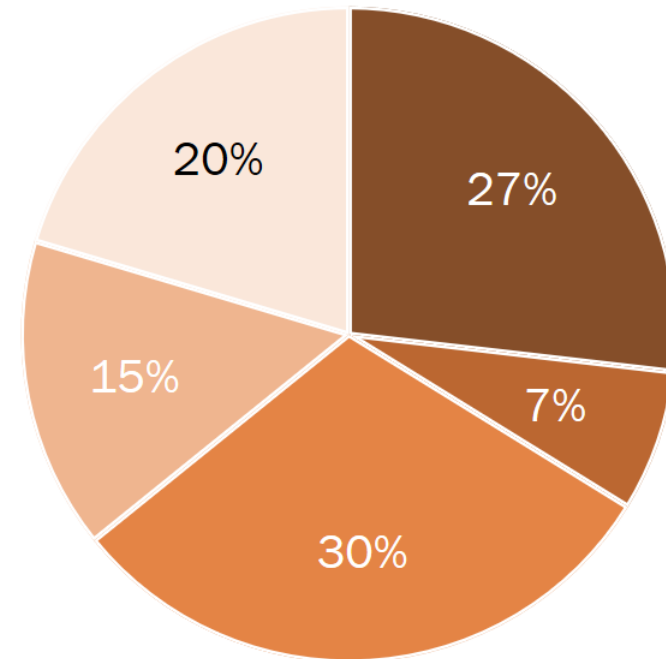
NIBRS allows the commonwealth to understand the type of relationship between the victim and the person who committed the crime.

IPV Victims by Relationship Type 2016-2021



- Current Spouse
- Boyfriend/Girlfriend
- Former Partner
- Same-sex Partner

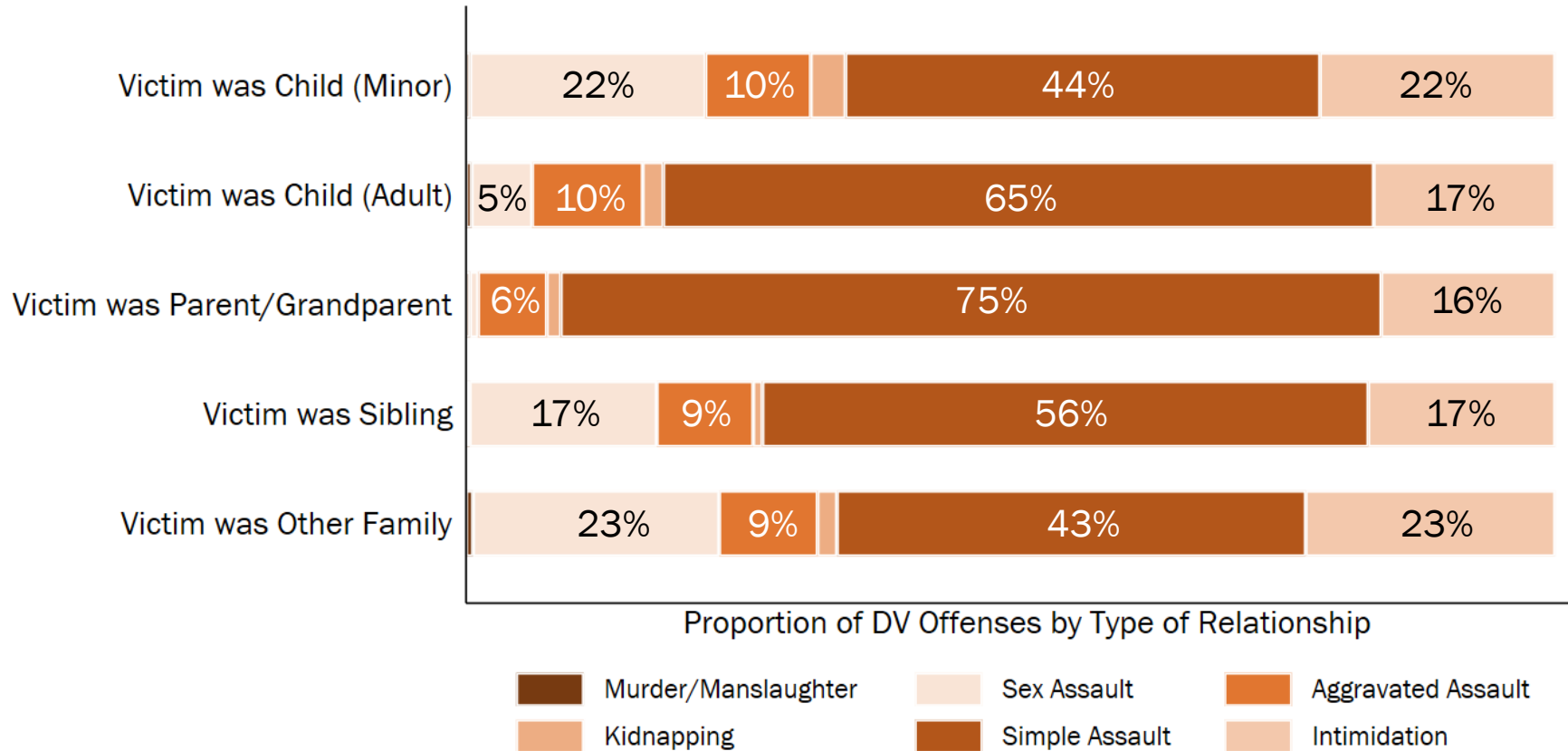
Family Violence Victims by Relationship Type 2016-2021



- Victim was Child (Minor)
- Victim was Child (Adult)
- Victim was Parent/Grandparent
- Victim was Sibling
- Victim was Other Family

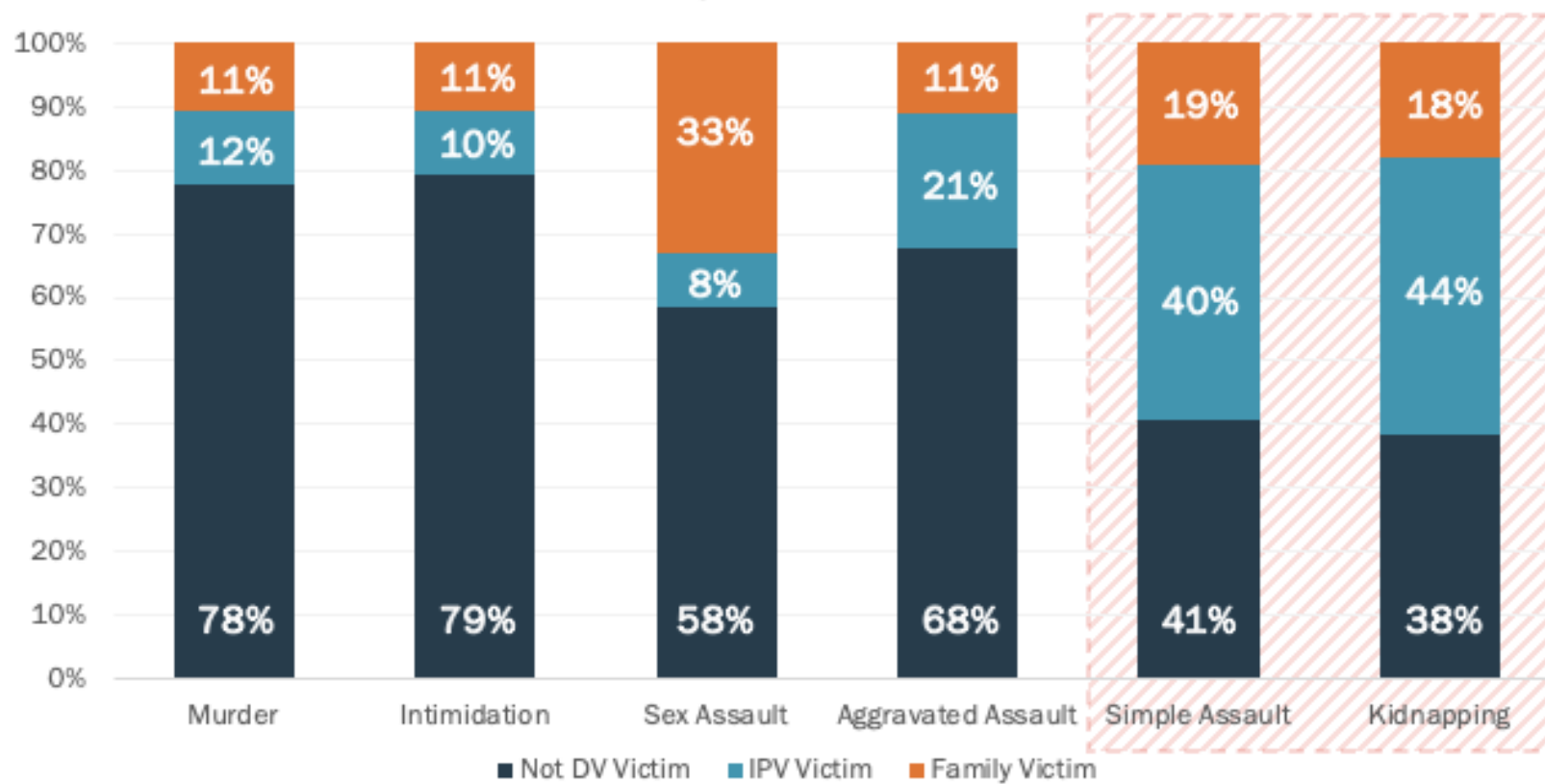
The trend continues in family violence cases. However, reported incidents of sexual assault are more prevalent than in IPV.

DV Cases: Type of Victim by Offense
2016-2021



Intimate partners or other family members comprise almost half of all **victims** of violent crimes against persons.

Percent of Victims within Specific Person Offenses: 2016–2021

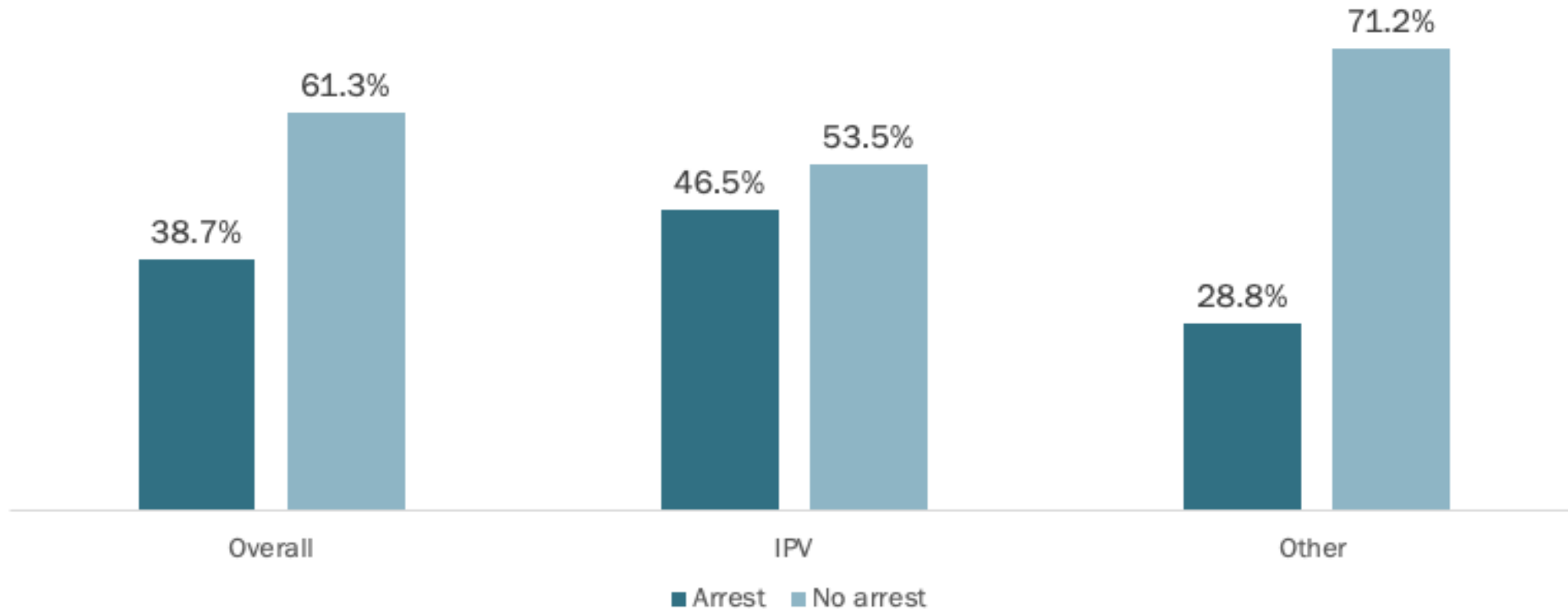


In total, **43%** of victims of these crimes involve DV incidents. Overall, intimate partners comprise **26%** of all victims of these specific crimes against persons. Family members comprise an additional **17%** of victims.

Victims of simple assault and kidnapping are more often in domestic relationships than victims of other offenses.

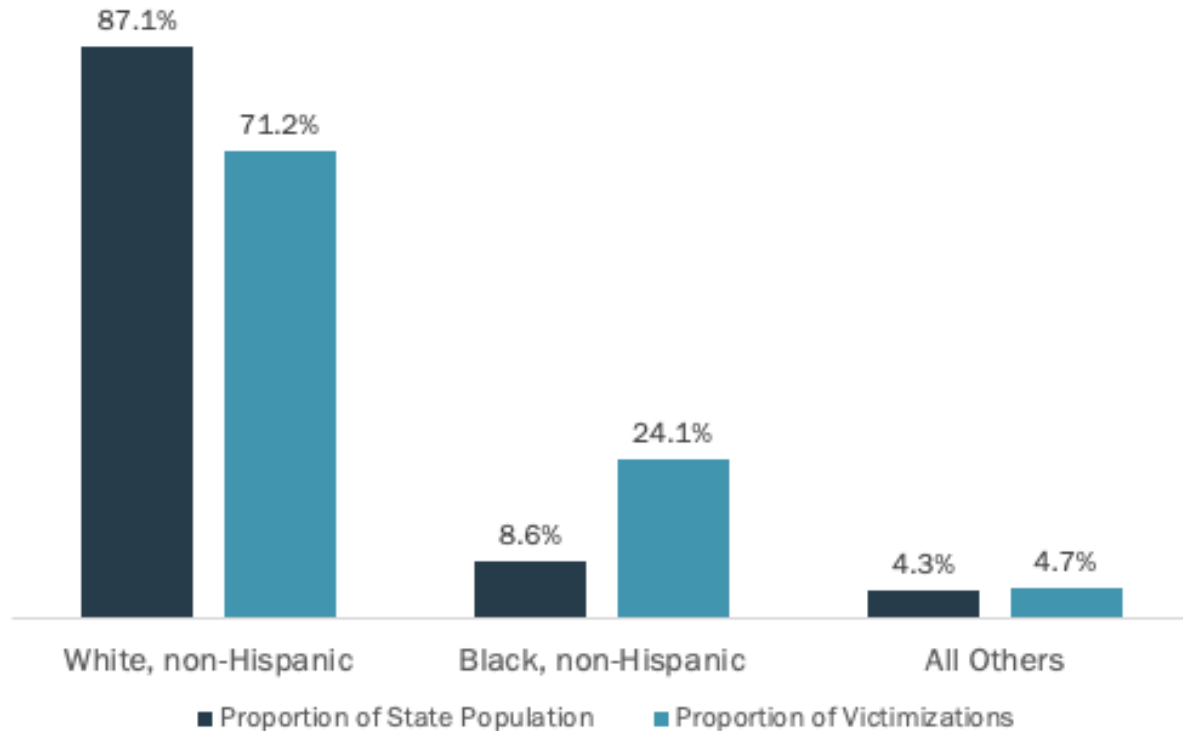
Between 2018 and 2022, arrests were made more frequently for incidents involving intimate partners than for other family violence, when the person who committed the crime was on the scene.

Percent of Arrests for DV Incidents When Person Who Committed Harm Was on the Scene, 2018–2022

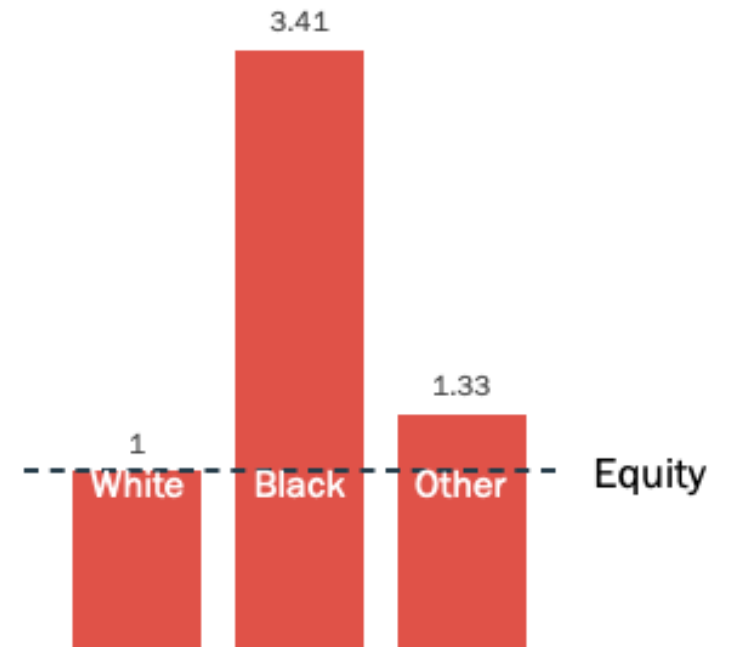


Black Kentuckians are disproportionately over-represented in reported DV cases, with a victimization rate 3.4 times the rate of White victims

Race Breakdown of All DV Victims



Relative Rate Ratio



Sources for Slides 7 through 22

Slide 7 - Kentucky Letter of Interest, March 27, 2023.

Slides 9 to 10 - CSG Justice Center analysis of Jacob Kaplan's Concatenated Files: National Incident-Based Reporting System (NIBRS) Data, 1991-2022, Ann Arbor, MI: Inter-university Consortium for Political and Social Research [distributor], 2023-10-28. <http://doi.org/10.3886/E118281V9>; Sharon G. Smith et al., "The National Intimate Partner and Sexual Violence Survey (NISVS): 2016/2017 State Report" (Atlanta: Centers for Disease Control and Prevention, 2023), <https://www.cdc.gov/violenceprevention/pdf/nisvs/NISVS-2016-2017-State-Report-508.pdf>. See pp. 74-75 and 86-87 for state-specific IPV rates.

Slide 18 - "Domestic Violence," KRS 403.715 to 403.785, and "Fast Facts: Preventing Intimate Partner Violence," Centers for Disease Control and Prevention (CDC), October 11, 2022, accessed October 26, 2023, <https://www.cdc.gov/violenceprevention/intimatepartnerviolence/fastfact.html>.

Slides 20 and 21 - Sharon G. Smith et al., "The National Intimate Partner and Sexual Violence Survey (NISVS): 2016/2017 State Report" (Atlanta: Centers for Disease Control and Prevention, 2023), <https://www.cdc.gov/violenceprevention/pdf/nisvs/NISVS-2016-2017-State-Report-508.pdf>. See pp. 74-75 and 86-87 for state-specific IPV rates.

Slide 22 - Ruth W. Leemis, et al., "The National Intimate Partner and Sexual Violence Survey (NISVS): 2016/2017 Report on Intimate Partner Violence" (Atlanta: Centers for Disease Control and Prevention, 2023), https://www.cdc.gov/nisvs/documentation/nisvsreportonipv_2022.pdf?CDC_AAref_Val=https://www.cdc.gov/violenceprevention/pdf/nisvs/NISVSReportonIPV_2022.pdf. See pp. 30-31.

Sources for Slides 23 through 37

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Slides 29 to 31 - CSG Justice Center analysis of JC-3 data provided by Kentucky State Police, June 2023.

Slides 32 to 33 - CSG Justice Center analysis of law enforcement feedback collected by CSG Justice Center, September 2024.

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Slides 49 to 62 - CSG Justice Center analysis case-level data provided by Kentucky State Police, and CSG Justice Center analysis of Jacob Kaplan's Concatenated Files: National Incident-Based Reporting System (NIBRS) Data, 1991-2022, Ann Arbor, MI: Inter-university Consortium for Political and Social Research [distributor], 2023-10-28. <http://doi.org/10.3886/E118281V9>

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