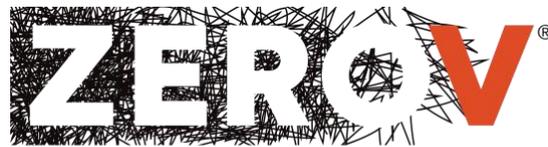


2025 Kentucky's Path
Forward: Leveraging Data
for Effective Domestic
Violence Intervention
and Prevention

Best Practices & Policy
Recommendations

OLIVIA SPRADLIN IN CONSULTATION
WITH CHERIE DAWSON-EDWARDS,
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Best Practices & Policy Recommendations

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Executive Summary

Domestic violence continues to impact families and communities across Kentucky, requiring a coordinated, evidence-based approach to prevention, intervention, and survivor support. Since the passage of Senate Bill 271 (2022), codified as KRS 209A.122, the Commonwealth has made steady progress toward building a comprehensive data infrastructure to guide policy and improve outcomes for survivors.

The 2023 and 2024 Kentucky Domestic Violence Data Reports, prepared by the Criminal Justice Statistical Analysis Center (CJSAC) under the Justice and Public Safety Cabinet, demonstrate measurable progress in strengthening data quality, accuracy, and coordination across the Cabinet for Health and Family Services (CHFS), the Kentucky State Police (KSP), and the Administrative Office of the Courts (AOC). ZeroV, formerly KCADV, as the state's domestic violence coalition, continues to provide annual recommendations to advance this work and ensure the data are translated into actionable policy improvements.

Together, these efforts reflect a growing culture of data transparency, interoperability, and accountability across Kentucky's domestic violence response systems. The inclusion of a comprehensive data glossary and agency-specific data dictionaries in the 2024 report represents a major advancement toward shared understanding among data contributors, enabling more consistent definitions and comparisons across agencies.

Key Findings and Improvements

Enhanced Data Clarity and Comparability: The 2024 report refined definitions and standardization of data elements, including improved JC-3 electronic reporting, more consistent categorization of Emergency Protective Orders by Area Development Districts, and the addition of relationship variables between petitioners and respondents in protective order cases.

New Data Infrastructure: CHFS introduced new data fields in The Worker's Information System (TWIST) to capture cases where child abuse and domestic violence co-occur, establishing 2024 as the baseline year for tracking these intersections.

Service Data Trends: While statewide hotline calls decreased slightly, the number of individuals receiving services increased, indicating stronger outreach and stability in service delivery across ZeroV's 15 regional programs.

Interagency Coordination: The creation of a Domestic Violence Program Specialist within CJSAC ensures continued leadership in data quality, interagency collaboration, and policy analysis.

Youth Involvement: Nearly 10 percent of arrests associated with domestic or dating violence incidents in 2024 involved youth aged 17 and under, underscoring the need for early intervention and youth prevention strategies.

Data Transparency: The 2024 data glossary and agency data dictionaries enhanced transparency and user understanding, which marks a step forward in statewide data interoperability.

Modernization Initiatives: Kentucky continues to invest in data modernization through system upgrades, including a new AOC case management platform, a cloud-based e-warrant system, and a review of protective order petition forms to improve consistency and accessibility statewide.

2025 Policy Recommendations

Advance Data Interoperability and System Connectivity: Transition from isolated datasets toward interoperable, federated data systems that enable secure information sharing across agencies while maintaining data sovereignty and privacy protections.

Strengthen Case-Level Tracking and Court Data Alignment: Develop mechanisms to link all charges and dispositions associated with a single domestic violence incident or defendant. This will improve transparency, reduce duplication across court jurisdictions, and allow policymakers to evaluate case trajectories, plea agreements, and resolution timelines.

Reimagine Safety and Accountability Strategies: Expand beyond incarceration-based responses by piloting community-driven accountability models, improving reentry supports, and implementing targeted prevention initiatives. Kentucky should also explore data-informed interventions such as the High Point Domestic Violence Intervention model.

Revisit and Update KRS 209A.122: After three years of operationalizing the domestic violence data report, ZeroV has some revisions to consider for updating the statute to reflect agencies' data collection and reporting practices and to refine data quality.

Strengthen Agency Capacity: ZeroV and survivors would benefit from the formation of a position at ZeroV to focus on the creation and implementation of the recommendations held within this report. Additionally, partner agencies would benefit from increased training and technical assistance on domestic violence and the Batterer Intervention Program.

Looking Ahead

Kentucky's data-driven approach to addressing domestic violence represents a national model for collaboration between government agencies, the advocacy sector, and academic partners. Continued investment in data infrastructure, interoperability, and evidence-based policy will allow the Commonwealth to more effectively prevent violence, support survivors, and hold offenders accountable.

ZeroV remains committed to ensuring that Kentucky's domestic violence response system is not only coordinated and effective but also informed by data that reflect the lived realities of survivors and the communities that serve them.

Acknowledgments

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These best practices and policy recommendations would never have come into existence absent the filing and passage of SB 271 (2022). ZeroV extends its gratitude to former Senator Whitney Westerfield for bringing forward a solution to the issue of collecting data around domestic violence; to Representative Stephanie Dietz for HB 535 codifying CJSAC's ability to collect data; to the Kentucky General Assembly for passage of his bill; to Governor Andy Beshear for signing the bill into law; to the staff of the Criminal Justice Statistical Analysis Center who created the Domestic Violence Data Report; and to the staff of the Kentucky State Police, the Administrative Office of the Courts, and the Cabinet for Health and Family Services, who worked with CJSAC for a year to bring the Report into being.

Finally, we must thank Linda Blackford, reporter at the Lexington Herald-Leader, without whose persistence over the course of a decade to get valid and accurate answers to that core question of "how many?" these best practices and policy recommendations would not now, and possibly not for a long time to come, have made it onto the desks of our state policymakers.

Introduction

Domestic violence continues to be a significant concern across Kentucky, impacting individuals and families across every community. Addressing this complex issue requires a coordinated, data-driven approach that strengthens prevention, intervention, and support systems. Since the passage of Senate Bill 271 (2022), codified as KRS 209A.122, Kentucky has established a framework for consistent, cross-agency data collection and reporting to inform policy and improve outcomes for survivors.

The Criminal Justice Statistical Analysis Center (CJSAC), under the Justice and Public Safety Cabinet, is responsible for compiling an annual Kentucky Domestic Violence Data Report using data submitted by the Cabinet for Health and Family Services (CHFS), Kentucky State Police (KSP), and the Administrative Office of the Courts (AOC). ZeroV, formerly the Kentucky Coalition Against Domestic Violence (KCADV), provides recommendations each year to strengthen data collection and analysis practices in line with this statutory framework.

The 2023 Domestic Violence Data Report was built upon the baseline established in 2022 by refining definitions and adding new variables, including the relationship between petitioners and respondents in protective order cases and reports of child abuse that also involved domestic violence. The 2024 report further enhanced the clarity, comparability, and accuracy of statewide data through additional process improvements, including better integration across agency data systems and refinements to the JC-3 electronic reporting form.

According to the most recent domestic violence (DV) data reports, Kentucky State Police filed 41,887 electronic JC-3 forms in 2023 and 32,899 in 2024, with domestic or dating violence indicated in approximately 80 percent of cases. While the total number of forms decreased slightly, the 2024 report attributes this to refined data parameters that now exclude certain non-DV offenses to improve precision.

In 2023, 17,036 Emergency Protective Orders (EPOs) were served by KSP, compared to 17,451 in 2024, representing a modest increase. Arrests for DV-related incidents increased slightly from 7,744 in 2023 to 7,964 in 2024, but the 2024 report notes that this year's classification system more narrowly defines DV arrests, excluding some offenses previously counted under broader categories.

ZeroV's network of 15 regional domestic violence programs continued to play a central role in service provision. In 2023, 15,104 individuals received domestic violence services, and

23,381 hotline calls were recorded. In 2024, the number of individuals served rose to 15,386, while hotline calls totaled 23,023, suggesting more effective outreach and stabilization in service access.

The 2024 report also introduced improved data accuracy through agency-level updates, including CHFS’s new data element within The Worker’s Information System (TWIST) to capture cases where child abuse and domestic violence intersect, as well as enhanced validation protocols within the JC-3 electronic reporting process. Collectively, these updates strengthen Kentucky’s data infrastructure and improve the state’s ability to monitor emerging trends, allocate resources, and measure the effectiveness of domestic violence interventions over time.

Promising Improvements and Developments in 2024-2025

The 2024 Kentucky Domestic Violence Data Report demonstrates continued progress toward more comprehensive, transparent, and accurate domestic violence data collection and reporting. Key developments include:

1. Refinements to JC-3 Data Reporting

The E-JC3 Modification Project further clarified reporting parameters, ensuring consistency in how law enforcement documents domestic and dating violence incidents. The updated electronic form standardizes “Nature” classifications and refines how data are transmitted to CHFS when minors are or are not present in the home—an important improvement for cross-agency response coordination.

2. Enhanced CHFS Reporting Capabilities

Building on its 2023 progress, CHFS completed the TWIST data system update, allowing it to identify and report instances of child abuse cases that include domestic violence allegations. As of mid-2024, this data field has been implemented statewide, establishing calendar year 2024 (CY24) as the new baseline year for tracking these co-occurring reports.

3. Addition of Relationship Variables in Protective Orders

Beginning in 2023 and continuing through 2024, reports now include the relationship between petitioners and respondents in both Domestic Violence Orders (DVOs) and Interpersonal Protective Orders (IPOs). This variable provides essential context for

understanding relationship dynamics and identifying repeat petitioners and patterns of victimization.

4. Shift from Agency to Regional Categorization

Emergency Protective Orders (EPOs) continue to be categorized by Area Development District (ADD), a change first introduced in 2023. This method allows for regional trend analysis and improved comparison across local jurisdictions, strengthening statewide consistency in reporting metrics.

5. New Statewide Specialist Role

In 2024, the Justice and Public Safety Cabinet created a Domestic Violence Program Specialist position within CJSAC. This role focuses on data coordination, interagency collaboration, and policy analysis, ensuring sustained attention to data quality, equity in data reporting, and the translation of data findings into actionable policy recommendations. The creation of this position has allowed for many of the updates and data quality improvements which were present in the 2024 Domestic Violence Data Report issued by CJSAC in July 2025.

6. ZeroV Service Data and Outreach Trends

While the overall volume of hotline calls decreased slightly, the number of individuals receiving services increased from 2023 to 2024. ZeroV attributes this shift to improved intake coordination, expanded prevention programming, and the integration of more reliable service reporting tools across its member programs.

7. Data Glossary

The 2024 Domestic Violence Data Report introduced a significant enhancement in data transparency and usability through the inclusion of a comprehensive data glossary and agency-specific data dictionaries (Appendices D, F, and G). These resources standardize terminology across key contributors, helping readers interpret variables and definitions consistently. This addition represents a notable step toward greater data clarity, interoperability, and comparability across agencies, ensuring that future analyses are based on shared understanding and reducing the risk of misinterpretation when comparing datasets from multiple systems.

8. Modernization and Future Initiatives

The 2024 report highlights emerging investments that will further strengthen Kentucky's domestic violence data ecosystem, including:

- A new AOC case management system to enhance reporting and data retrieval;

- A cloud-based e-warrant system to streamline the filing of JC-3 forms; and
- A statewide review of protective order petition forms to improve data consistency and ease of completion across jurisdictions.

Together, the 2023 and 2024 Domestic Violence Data Reports show measurable progress toward data precision, transparency, and accountability. Refinements to reporting structures, new variables, and improved interagency coordination have created stronger baselines for future comparison. Continued collaboration among CJSAC, KSP, CHFS, AOC, and ZeroV will be vital to maintaining this momentum and ensuring Kentucky's policies and programs remain responsive to the evolving realities of domestic violence across the Commonwealth.

Recommendations

Recommendation 1: Advance Data Interoperability and System Connectivity

The 2024 Domestic Violence Data Report (DVDR) marked an important step toward improved data transparency by incorporating a comprehensive glossary and agency-specific data dictionaries. This progress not only clarifies how key variables are defined but also lays out a foundation for data interoperability, which provides the ability of different systems and agencies to exchange and interpret information consistently.

The 2023 and 2024 *ZeroV Best Practices Reports* recommended developing an Integrated Data System (IDS)—a framework that links administrative data across public agencies and community partners to provide a comprehensive view of individuals’ interactions with state systems. While the IDS framework remains a valuable long-term goal, ongoing analysis of Kentucky’s data infrastructure and stakeholder feedback indicate that the more immediate priority is advancing data interoperability. Interoperability allows agencies to securely share and analyze information without requiring full system integration, ensuring efficiency, privacy, and feasibility as the Commonwealth modernizes its domestic violence data systems. IDS models are widely recognized as foundational to evidence-based human services policymaking (Annie E. Casey Foundation, 2017), yet Kentucky’s current stage of development calls for an incremental approach. Focusing first on interoperability will strengthen collaboration, protect data integrity, and build the foundation necessary for future, more integrated systems.

The goal should be to move from simply integrating datasets to developing a sustainable, interoperable system that allows secure, governed data sharing among justice, health, and human services partners. Such a model enables agencies to retain data ownership while still contributing standardized, de-identified information for analysis. Prioritizing interoperability allows agencies to maintain control of their data while still enabling cross-system analysis, ensuring privacy, flexibility, and scalability as Kentucky’s coordinated data systems continue to evolve. This aligns with the approach recommended by the National Governors Association (NGA), which highlights that *“siloes data systems make it nearly impossible for state leaders to know how many individuals and families receive services from one or more agencies and whether those services are making a difference in their lives”* (NGA, 2016, p. 1).

While the 2024 Kentucky Domestic Violence Data Report (DVDR) continues to consolidate data from both governmental and nonprofit entities, inconsistencies remain in how these entities define and categorize domestic violence. Service providers often use a behavioral framework emphasizing patterns of coercive control, while government agencies rely on statutory definitions. These differences create interpretive gaps that lead to fragmented or incomparable datasets. To address this, future data reports should build on this year's data glossary to include clearly defined terms for every data element contributed by each agency and partner. Continuously working to establish a unified definitional framework would enhance cross-system coherence and improve data interpretation statewide. The Council of State Government's (CSG) Justice Reinvestment Initiative (2025) similarly found that Kentucky's domestic violence data systems remain siloed across agencies, limiting policymakers' ability to evaluate outcomes or identify repeat offenders. CSG's multi-agency assessment reinforces the need for interoperable data systems that allow for secure, cross-system analysis while preserving agency-level control of records.

Despite steady progress, several persistent data limitations hinder a full understanding of domestic violence dynamics in Kentucky:

- Geographic accuracy of child abuse reporting: Current data reflect the county where the CHFS worker received the report, not necessarily where the alleged abuse occurred. This may distort local-level analyses and complicate trend mapping. More information is needed to determine interconnectedness of CHFS data and domestic violence.
- Charges versus individuals: The number of charges recorded does not directly correspond to the number of individuals charged. Because a single individual may account for multiple charges, there is risk of potential overcounting when interpreting data on offender behavior.
- JC-3 arrest identification gaps: While JC-3 forms capture incident-level information, they do not specify who was arrested or whether multiple arrests occurred during a single event. The analysis must currently cross-reference citation numbers manually, as there is no automated report function to link JC-3 records to corresponding arrest data.
- We still struggle to identify the number of people who lost their lives to intimate partner homicide, including corollary victims.

These limitations highlight the need for more interoperable data systems that connect records across agencies and provide clearer insights into both victim and offender pathways.

Kentucky’s future interoperability efforts could also be guided by the NGA’s key lessons for sustainable state-level data initiatives: *“Start small and build from there; treat data as a strategic asset; and communicate the value of data both externally and internally”* (p. 1). Beginning with small-scale pilots, such as shared data reporting between the Kentucky State Police (KSP), the Administrative Office of the Courts (AOC), and the Cabinet for Health and Family Services (CHFS), could help refine processes and demonstrate value before expanding statewide.

Importantly, interoperability does not require compromising privacy. As the NGA emphasizes, “Technology has made it easier both to coordinate data in a way that does not require sharing personally identifiable information and to protect data that are merged or linked” (p. 3). Kentucky can follow this model by leveraging de-identified case identifiers, data-sharing agreements, and robust governance policies that ensure confidentiality while enabling meaningful data analysis.

A coordinated, interoperable data environment can inform more equitable policy design and resource allocation. According to the NGA, “Securely sharing data across programs and agencies can provide actionable information to improve the reach and effectiveness of programs ... and allows policymakers to identify pockets of need to better target resources” (p. 3). This principle directly supports Kentucky’s legislative mandate under KRS 209A.122 and the annual Domestic Violence Data Report to generate data-driven insights that strengthen prevention, intervention, and accountability across systems.

Furthermore, interoperability supports the principle of 'data stewardship' over 'data ownership.' Each agency retains responsibility for the integrity and confidentiality of its data while contributing to a shared, statewide framework that enables coordinated analysis, evaluation, and service delivery. Moving forward, Kentucky should align with important state interoperability frameworks recommended by the National Governors Association (2016), which promotes modular, standards-based architectures for justice and human services systems.

Recommendation 2: Strengthen Case-Level Tracking and Court Data Alignment

Kentucky should also consider adopting a case-tracking system capable of linking charge, disposition, and offender information across court levels, enabling longitudinal analysis of

the entire justice process from initial charge to final disposition. States such as Ohio, Washington, and Minnesota have implemented similar frameworks through coordinated court and justice information systems, which improve accuracy and reduce administrative redundancy.

The data on criminal court charges filed and dispositions continue to obscure the full picture of how domestic violence-related offenses move through Kentucky's court system. Current reporting aggregates total charges rather than tracking cases at the incident or defendant level. As a result, policymakers cannot easily determine the trajectory of a single domestic violence case or evaluate how plea agreements, amended charges, dismissals, or diversions influence outcomes.

According to the CSG Kentucky Justice Reinvestment Initiative (2025), over one-third (37%) of individuals admitted to DOC custody in 2022 had prior domestic violence-related civil protective order involvement, yet Kentucky lacks a unified mechanism to trace how these cases move through district and circuit courts. Strengthening case-level tracking would close this critical gap, allowing the Commonwealth to identify patterns of reoffending, evaluate outcomes, and tailor interventions more effectively.

To improve clarity and accountability, Kentucky should develop the capacity to link all charges associated with a single incident or defendant into one identifiable case record. This level of case-based reporting would enable analysis of how each case is ultimately resolved, whether through conviction, amendment to a lesser offense, dismissal, diversion, or plea agreement, and would allow researchers to examine timelines between charge and disposition.

Additionally, the data currently do not distinguish between unique charges and those duplicated across District and Circuit Courts. Because most criminal cases originate in District Court and may later be indicted and transferred to Circuit Court, the same felony or related misdemeanor charges can be counted twice. Developing a mechanism to flag and reconcile these duplicate entries would ensure that statewide counts of DV-related charges accurately reflect the number of discrete cases rather than duplicated filings.

Finally, any analysis of charges and dispositions must recognize that criminal data are subject to lag effects: the number of charges filed in a calendar year does not equate to the number of offenses committed or resolved that same year. Developing mechanisms to follow cases and, where legally appropriate, de-identified defendants over time would provide a more accurate understanding of how long domestic violence-related cases take to reach final resolution and how many result in conviction, amendment, or dismissal.

One way to address this is to establish a cross-agency effort that includes AOC, CJSAC, KSP, and CHFS to develop a court-level case tracking and reconciliation process that:

- Links all charges arising from a single domestic-violence incident under one case identifier;
- Produces a process map for how people and cases move through court response and criminal justice systems;
- Distinguishes between unique and duplicate charges across court jurisdictions;
- Enables reporting on case outcomes, including plea amendments, diversions, and dismissals; and
- Provides the foundation for a longitudinal analysis of DV-related case processing timelines and outcomes.

This improvement would move Kentucky closer to a transparent, case-level understanding of the criminal justice response to domestic violence and fulfill a key legislative intent of KRS 209A.122, which was to produce a comprehensive, statewide account of how domestic violence offenses are charged, adjudicated, and resolved.

Recommendation 3: Reimagine Safety and Accountability Strategies

Kentucky's domestic violence response system relies heavily on the criminal legal process, including law enforcement, courts, and incarceration, to promote safety and accountability. While these institutions play an essential role, growing research suggests that criminal justice interventions alone may not be sufficient to prevent future violence or support long-term healing for families. A more comprehensive approach that integrates data, community-based support, and effective accountability can enhance both safety and system efficiency.

As scholars such as Kim (2018) have argued, addressing domestic violence solely through punitive or carceral frameworks can unintentionally reproduce harm and fail to meet the complex needs of survivors. Integrating restorative and transformative justice approaches can create space for accountability while centering survivor healing and community safety. Richie (2012) similarly cautions that reliance on traditional criminal justice responses often overlooks the intersecting racial, gendered, and economic factors that shape survivors' experiences, underscoring the importance of culturally responsive, community-driven strategies. Moving forward, Kentucky has the opportunity to lead nationally by advancing a model of safety and accountability that honors survivors' lived experiences, reduces harm, and strengthens community resilience.

Understanding Data Gaps and Emerging Trends

The 2024 Kentucky Domestic Violence Data Report (DVDR) highlights several ongoing data gaps related to how survivors, defendants, and families interact with the justice system. The state does not yet collect consistent information on how many survivors are arrested, charged, or incarcerated because of their abuse, how many defendants released on bail return to shared residences, or how many individuals are diverted, monitored, or released under supervision. Filling these gaps would allow policymakers to better evaluate outcomes and ensure that policy decisions are based on evidence rather than anecdotes.

The 2024 report also revealed that youth under the age of 18 accounted for nearly 10 percent (9.64%) of all arrests linked to electronic JC-3 reports related to domestic or dating violence incidents. Within that group, 431 individuals were ages 13 to 17 (9.18%), and 37 were ages 12 and under (0.46%) (Domestic Violence Data Report, 2024, Table 3). While the data itself does not explain the context of the situation, these data underscore the need to address intergenerational exposure to violence and to strengthen early intervention and youth prevention programming. This approach recognizes that early experiences of victimization are stronger predictors of later involvement in violence than early involvement in violence itself (Keels, 2021). Such intergenerational impacts of violence exposure necessitate comprehensive prevention initiatives to foster resilient family environments (Hashemi et al., 2022). These initiatives must account for the cumulative violence exposure across a lifespan that elevates the risk of maladjustment in subsequent generations (Hashemi et al., 2022). Indeed, encounters with violence during childhood significantly heighten the probability of experiencing or perpetrating violence in later developmental stages, underscoring the critical need for early and sustained interventions across the life course (Herrenkohl et al., 2020). A resilience framework, focused on developing individual, family, and community assets, offers a promising avenue for promoting healthy behaviors and coping strategies among youth (Duke & Borowsky, 2015).

Exploring Effective and Community-Based Approaches

Several states have begun implementing innovative accountability models that enhance, rather than replace, the traditional roles of courts and law enforcement. CSG's Kentucky Justice Reinvestment Initiative (2025) identified the High Point Domestic Violence Intervention (HPDVI) as a promising example. Developed in High Point, North Carolina, in partnership with the National Network for Safe Communities at John Jay College of Criminal Justice, the HPDVI model applies a structured, data-informed framework that differentiates between lower- and higher-risk offenders. This approach combines timely and certain enforcement with early intervention and coordinated community engagement.

Offenders receive direct communication outlining the legal consequences of continued violence, while victims are proactively connected to advocacy, safety planning, and support services (National Network for Safe Communities, 2019; Braga, Weisburd, & Turchan, 2018).

Evaluations of the High Point model show promising reductions in repeat violence, increased victim safety, and improved coordination between justice and service systems. For example, CSG reported that they achieved a 20% reduction in domestic disturbance calls and a 75% drop in IPV-related homicides over seven years using this evidence-based approach (CSG, 2025). The strategy may serve as a useful framework for Kentucky jurisdictions interested in piloting focused deterrence and early intervention efforts within existing legal structures. Kentucky could further expand on this approach by adapting other community-based frameworks, such as Building Accountable Communities (Barnard College) and Just Practice, which emphasize collaboration among law enforcement, advocacy organizations, and social services to address the root causes of violence such as trauma, substance use, and unemployment, while maintaining appropriate accountability.

Strengthening Reentry and Post-Incarceration Supports

For individuals exiting incarceration, particularly those convicted of domestic violence offenses, unaddressed trauma, instability, and lack of structured support can heighten the risk of reoffending. Research on Post-Incarceration Syndrome (PICS) indicates that targeted post-release interventions—such as trauma-informed counseling, substance use treatment, job placement, and stable housing—can significantly improve reentry outcomes and enhance community safety (Louisville Public Media, 2024; Troshynski & Willis, 2024; Mourão et al., 2025). Kentucky could pilot evidence-based reentry programs specifically designed for individuals with a history of domestic violence that integrate both accountability and rehabilitation. These initiatives should address basic needs like housing, employment, and transportation, while also providing mentorship, family engagement, and therapeutic supports to promote stability and reduce recidivism (Sulmeisters & Pasko, 2020; Lattimore, 2022). Programs that incorporate educational and vocational training, along with cognitive-behavioral and trauma-responsive approaches, have demonstrated success in fostering long-term behavioral change and preventing the recurrence of violence.

To operationalize this recommendation, a statewide multidisciplinary workgroup could be established to:

- Improve data collection on bail, diversion, electronic monitoring, reentry, and youth involvement to assess effectiveness and survivor safety.
- Pilot community-based accountability and early intervention programs modeled on evidence-based approaches such as the High Point Domestic Violence Intervention.
- Develop post-incarceration support programs addressing trauma recovery, employment, and housing stability.
- Include Batterers Intervention Programming in reentry and post incarceration for those whose convictions involve domestic violence and investigate avenues to provide Batterers Intervention to domestic violence offenders while they are incarcerated.

This approach builds upon Kentucky’s existing strengths in justice reform and data-driven policymaking. By combining accountability with prevention, rehabilitation, and youth-focused intervention, the Commonwealth can continue to protect survivors, reduce repeat offenses, and ensure that public resources are directed toward strategies proven most effective in reducing domestic violence and strengthening community safety.

Recommendation 4: Update Existing Domestic Violence Data Collection Statute

After three years of operationalizing KRS 209A.122 and based on consultation from community partners, ZeroV has several suggestions for updating the statute to further refine the data collected and support the agencies collecting and analyzing data held within the Domestic Violence Data Report.

- Consider mandating the electronic filing of JC 3 reports. Filing the JC 3 is often the first step in a domestic violence case. Any subsequent steps and data points are dependent on the process being initiated with this JC3 filing. Most departments have already transitioned to electronic filing. Mandating electronic filing would also reduce the need for paper forms and to keep paper forms updated. This would result in JC 3 forms being more consistent as they would all following the same prompts and categories in KyOPS.
- Consider updating language to be further aligned with current practice. KSP is utilizing JC 3 forms to fulfill the requirement for reporting domestic violence and dating violence calls for service. Currently, the statute reads, “calls for services,” which could mean several things. The decision was made to use the JC 3 forms because call centers have variability in terms of what data they collect and how they

collect it. Utilizing the JC 3 forms allows for better data quality and comparability and is the current reporting method used to fulfill the statute.

- Revisit and refine the Cabinet for Health and Family Services reported data for purposed of the Domestic Violence Data Report.

These revisions and updates would further align agency practice with statute, be more precise, and support data quality.

Recommendation 5: Strengthen Agency Capacity

Build Research and Data Capacity at ZeroV

Following the example of CJSAC, ZeroV will explore avenues for funding a position to focus on the creation of this report and implementing recommendations held within. We envision the position accomplishing the following:

- Convene and attend collaborations with CJSAC, AOC, and KSP for projects related to domestic violence data collection, policy improvement, and implementation of recommendations.
- Identify, collect, and analyze additional quantitative and qualitative data streams to contextualize and supplement the data held within the Domestic Violence Data Report and provide for policy and programmatic recommendations for survivor safety based on that data analysis.
- Work on targeted projects, such as white papers, arising from lines of inquiry and investigation generated from the Domestic Violence Data Report.
- Research promising solutions and best practices for survivor safety.

Such a position would allow for a rigorous inquiry into survivor safety in Kentucky utilizing the Domestic Violence Data Report as a springboard to identify and guide lines of inquiry. Data points or correlations held within the report may require more investigation to understand the connections, nuances, causations, or gaps held within the data. Data collected from sources such as individual court cases, focus groups with survivors, or reviewing Lethality Assessment Protocol screenings would help supplement and interpret the data held within the Domestic Violence Data Report. This position would also focus on reviewing cases where domestic violence becomes lethal. Without such an investment, the full potential of a data driven policy initiative remains unrealized.

State Agency Capacity Development

Based on recommendations from community partners, ZeroV has also identified several opportunities for growth for those agencies working with survivors.

- Review DCBS front-line worker training on domestic violence to update content and include content on Batterer Intervention Programming, such as what to expect when making a referral to a Batterer Intervention Program and how a battering parent treats children.
- Continue training for court personnel with the goal of data consistency and accuracy, domestic violence dynamics, and the availability and efficacy of batterer intervention programming.
- Expand upon ZeroV's 2023 Law Enforcement Summit to continue coordinated conversations with law enforcement throughout the state regarding survivor safety and promising practices within Kentucky Law Enforcement.

These personnel are integral to Kentucky's response to survivors and the data quality and accuracy in the Domestic Violence Data Report. They are also essential to survivors reaching out for help, receiving supportive services, and having access to safety. Investing in training, skills, and knowledge for these professionals will create a stronger infrastructure for survivors.

Conclusion

Kentucky's domestic violence data initiative represents a pivotal investment in transparency, accountability, and survivor-centered policymaking. Through the continued implementation of KRS 209A.122 and the collaborative efforts of CJSAC, CHFS, KSP, AOC, and ZeroV, the Commonwealth has established a foundation for meaningful, data-informed action. The enhancements reflected in the 2024 Domestic Violence Data Report, such as improved data definitions, the inclusion of a comprehensive glossary, new TWIST fields, and the creation of dedicated analytic capacity, demonstrate Kentucky's growing commitment to using data as a tool for prevention and progress. Yet, the work ahead remains vital. Strengthening data interoperability, improving case-level tracking, and reimagining safety and accountability will ensure that Kentucky's policies evolve with accuracy, compassion, and impact. By continuing to align system innovation with survivor needs and community realities, Kentucky can serve as a national model for how states leverage data to build safer homes, stronger systems, and more resilient futures for all.

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