

Adult Protective Services Annual Report

State Fiscal Year 2025



CABINET FOR HEALTH
AND FAMILY SERVICES

Department for Community Based Services
Cabinet for Health and Family Services

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Introduction

Team Kentucky values and prioritizes the safety and well-being of all Kentuckians, including adults who require assistance from others and may need protective services. As required by KRS 209.030(12)(b), the Cabinet for Health and Family Services (CHFS) submits this annual report to the Governor and the Legislative Research Commission. The report provides an overview of Adult Protective Services (APS) activity, including the number of reports received, cases accepted, and findings made throughout State Fiscal Year (SFY) 2025.

APS investigates allegations of abuse, neglect, or exploitation of an adult which meets acceptance criteria. KRS 209.020(4) provides that an adult is “a person eighteen (18) years of age or older who, because of mental or physical dysfunctioning, is unable to manage his or her own resources, carry out the activity of daily living, or protect himself or herself from neglect, exploitation or a hazardous or abusive situation without assistance from others, and who may be in need of protective services.”

KRS 209.020 provides the following definitions for the APS program:

- “Abuse” means the infliction of injury, sexual abuse, unreasonable confinement, intimidation, or punishment that results in physical pain or injury, including mental injury.
- “Neglect” means a situation in which an adult is unable to perform or obtain for himself or herself the goods or services that are necessary to maintain his or her health or welfare, or the deprivation of services by a caretaker that are necessary to maintain the health and welfare of an adult.
- “Exploitation” means obtaining or using another person’s resources, including but not limited to funds, assets, or property, by deception, intimidation, or similar means, with the intent to deprive the person of those resources.

APS substantiates allegations based on a “preponderance of the evidence,” as directed by 922 KAR 5:070.

APS also provides non-investigatory services—called general adult services—when an individual voluntarily requests help to maintain stability and safety in the community. These services may be available to:

- Adults as defined in KRS 209.020(4),
- Victims of domestic violence,
- Individuals recently discharged from out-of-home care, and
- Individuals aged 65 and older who are experiencing harm from a family or household member but do not meet the statutory definition of an "adult" under KRS 209.020(4).

In addition, APS staff complete court-ordered guardianship assessments (IDT evaluations) under KRS 387.540(1). These assessments help determine whether a person can manage personal and financial affairs or perform daily activities independently.

Adult Protective Services Data

All Ages

While Figure 1 appears to show a downward trend in APS intake volume, the actual number of reports received remains steady. This discrepancy is due to a reporting shift: Resource Links are now tracked independently rather than grouped under APS totals.¹ Therefore, Resource Links data is manually calculated and data for SFY25 is lagging. SFY 2021–SFY 2024 has been adjusted to include the Resource Links data reflecting this new classification. SFY25 APS Intake Reports are expected to increase in the next annual report based on lagging data.

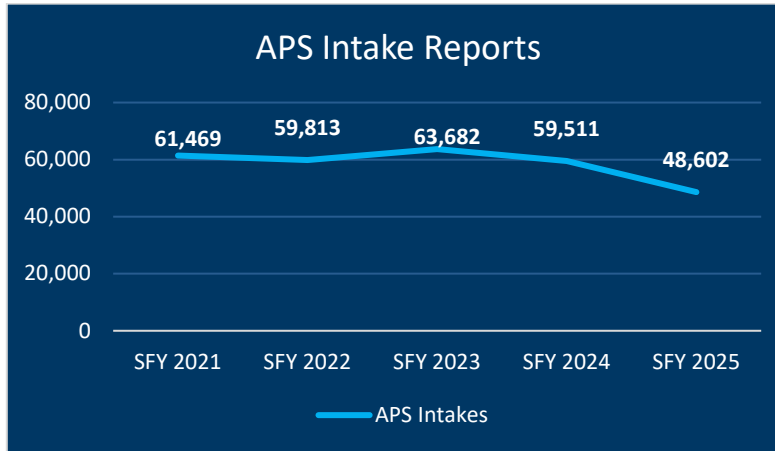


Figure 1 (TWS-Y165)

Figure 2 shows the total number of APS cases by program type. Cases considered to be investigations include self-neglect, caretaker neglect, adult abuse, and exploitation. Cases considered to be non-investigatory assessments include general adult services and court ordered guardianship assessments.

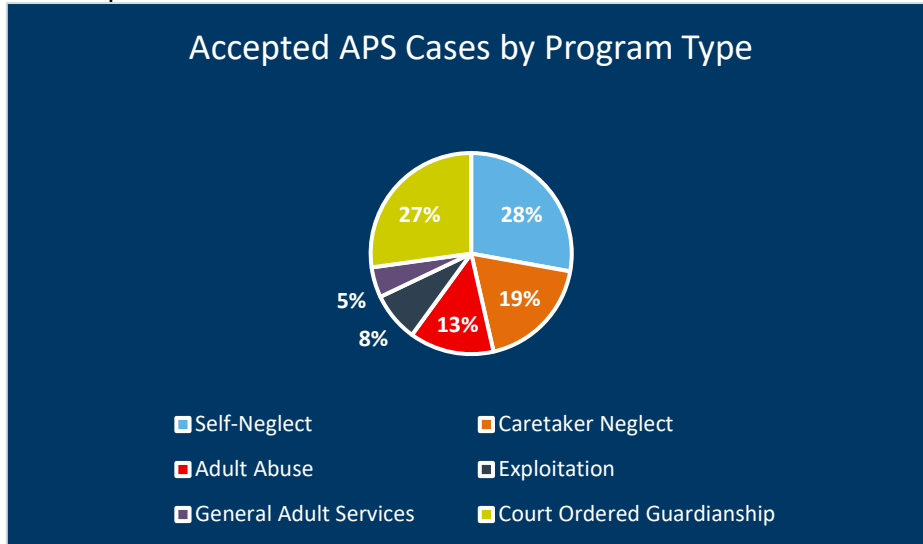


Figure 2 (TWS-Y165)

¹ Resource Links are intake reports that do not meet case acceptance criteria but allow workers to connect individuals with community resources. Previously, these were integrated into APS totals based on program affiliation. They are now classified as a distinct category. Ongoing efforts aim to refine data presentation to ensure year-over-year comparisons remain consistent following this reclassification.

Figures 3 and 4 show demographic characteristics. Consistent with SFY 2024:

- Females were more likely to be the subject of an APS case.
- Race distributions remain closely aligned with Kentucky’s 2020 Census data.

([Kentucky: 2020 Census Data](#))

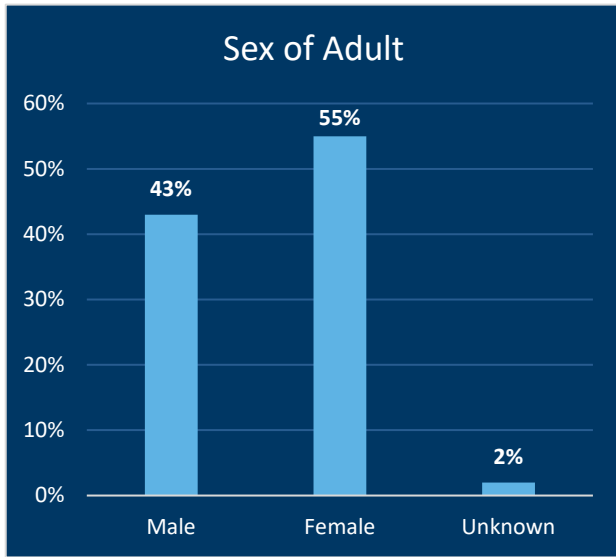


Figure 3 (TWS-M272F)

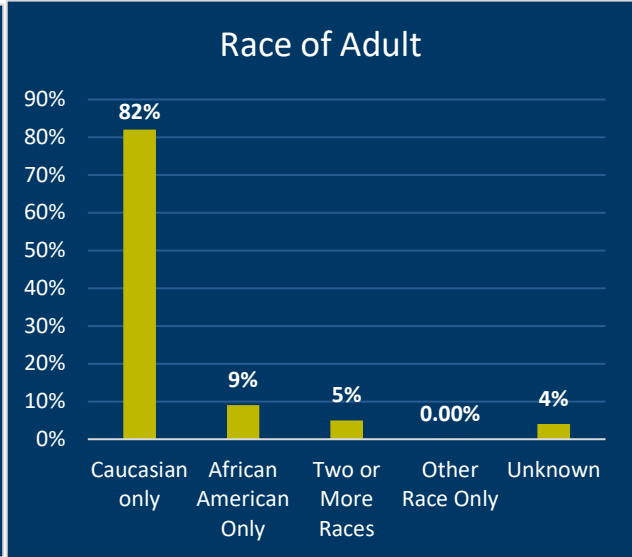


Figure 4 (TWS-M272F)

Figure 5 shows that adults aged 60 and older represent 65% of APS cases. Although the program is designed for adults, exceptions exist for court-ordered guardianship assessments involving 17-year-olds approaching legal adulthood. These situations are infrequent.

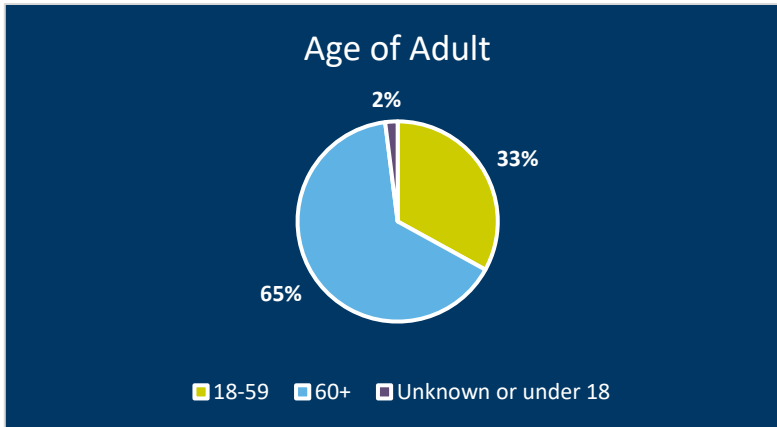


Figure 5 (TWS-Y165)

Ages 18 – 59

In the information below on total reports meeting APS acceptance criteria, the data counts an adult only once; this is referred to as a unique adult. Although one adult may have several cases with APS, that adult is still only counted once in our data.

Individuals aged 18–59 account for 49.1% of all reports to Centralized Intake, yet they represent only 33% of adults in actual APS cases. Figure 6 shows the number of intake reports received, total number of adults receiving an investigation/assessment, total number of adults with a completed investigation, total number of adults that received a substantiated finding, and the total number of adults that had a completed non-investigatory case.

In comparison to SFY 2024:

- The total number of APS cases meeting acceptance criteria in SFY 2025 for individuals aged 18-59 rose by 5.1%
- The total number of maltreatment investigations completed increased by 13.32%.
- Substantiated findings increased by 7.2%.

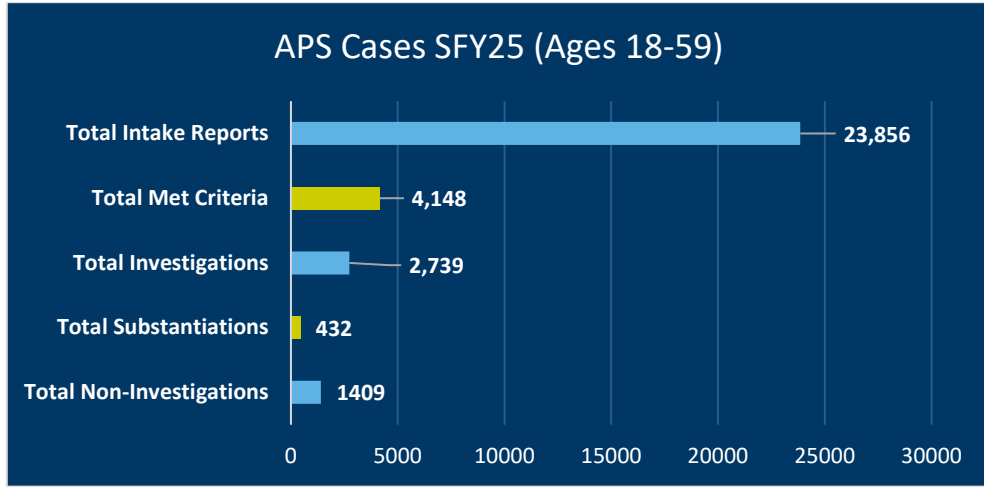


Figure 6 (TWS-Y165)

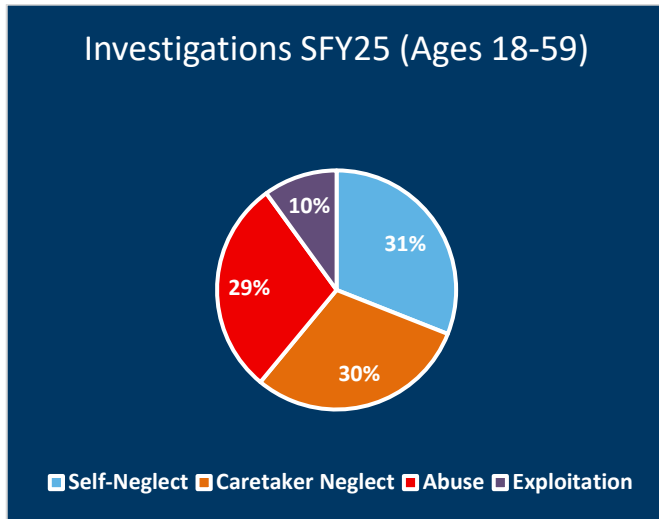


Figure 7 (TWS-Y165)

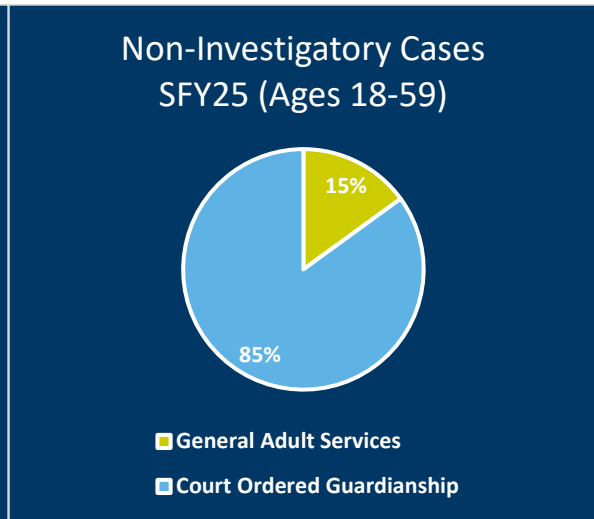


Figure 8 (TWS-Y165)

Figure 7 shows the distribution of APS investigations for the 18-59 aged population. Figure 8 presents data on non-investigatory APS cases for the 18-59 aged population. Non-investigatory cases are general adult services referrals and court ordered guardianship assessments.

Aged 60 and above

In the information below on total reports meeting APS acceptance criteria, the data counts an adult only once; this is referred to as a unique adult. Although one adult may have several cases with APS, that adult is still only counted once in our data.

Figure 9 shows the number of intake reports received, total number of adults receiving an investigation/assessment, total number of adults with a completed investigation, total number of adults that experienced a substantiated finding, and the total number of adults that had a completed non-investigatory case.

Adults aged 60 and older made up 65% of all APS cases in SFY 2025. While intake reports slightly decreased for this age group, more reports met the criteria for APS involvement. Substantiation rates were also higher:

- 20% substantiation rate for adults 60+, compared to 15.5% for adults 18–59.

Compared to SFY 2024:

- Total APS reports meeting acceptance criteria increased 19.43%.
- Investigations increased 23.45%.
- Substantiations increased 29.27%.

Self-neglect accounted for 46% of all investigations in this age group.

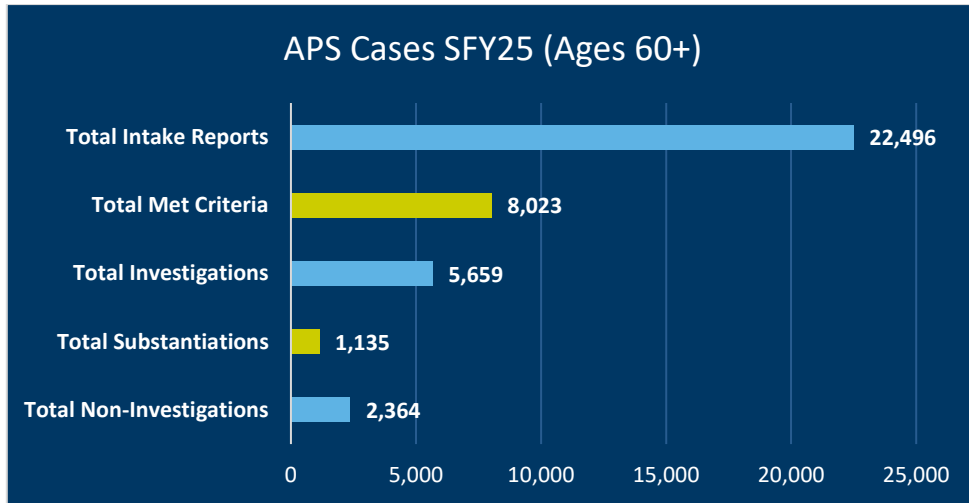


Figure 9 (TWS-Y165)

Figure 10 shows the distribution of APS investigations for the 60+ population. Figure 11 presents data on non-investigatory APS cases for the aged 60+ population. Non-investigatory cases are general adult services referrals and court ordered guardianship assessments.

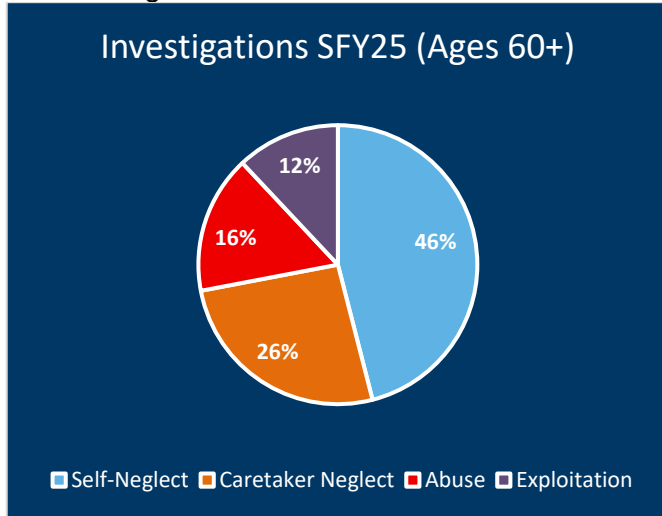


Figure 10 (TWS-Y165)

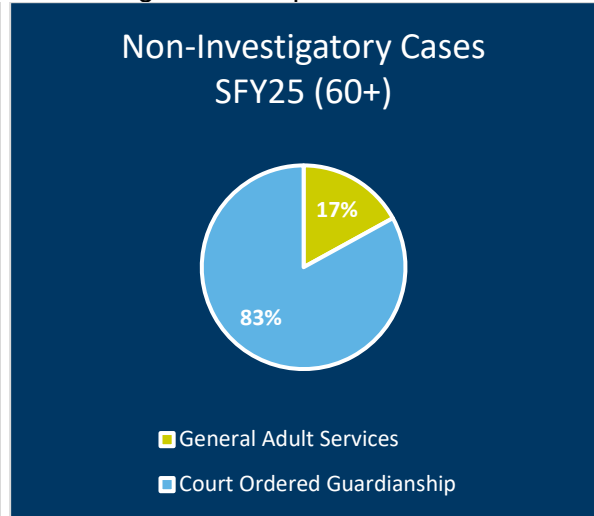


Figure 11 (TWS-Y165)

Administrative Office of the Courts Data

The chart below lists all the convictions that occurred in SFY 2025 related to the protection of adults per KRS 209. This data shows there were twice as many charges and convictions in SFY 2025 compared to the previous year.

| Charges | Type | Convictions |
|--|--------------------------------|-------------|
| Failure to Report Abuse/Neglect/Exploit of Adult | KRS 209.030(2) - Misdemeanor B | 1 |
| Knowingly Abuse/Neglect of Adult by Person (ATT included) | KRS 209.990(2) - Felony C | 15 |
| Wanton Abuse/Neglect of Adult by Person | KRS 209.990(3) - Felony D | 5 |
| Reckless Abuse/Neglect of Adult by Person (ATT included) | KRS 209.990(4) - Misdemeanor A | 8 |
| Knowingly Exploit Adult by Person Over \$300 (ATT & COMP included) | KRS 209.990(5) - Felony C | 23 |
| Wanton/Reckless Exploit Adult by Person Over \$300 (COMP included) | KRS 209.990(6) - Felony D | 9 |
| Knowingly/Wanton/Reckless Exploit Adult by Person \$300 or less | KRS 209.990(7) - Misdemeanor A | 5 |

Kentucky Long-Term Care Ombudsman Program

The Kentucky Long-Term Care Ombudsman Program identified, investigated, and worked 2,888 complaints towards resolution. Thirty-two percent (32%) of those complaints related to care categories (response to requests for assistance, personal hygiene and incontinence care, symptoms unattended, medications, care planning, and accidental falls). Eighty-seven (87) complaints of abuse or neglect were investigated.

Conclusion

During State Fiscal Year 2025, Adult Protective Services (APS) and its partners worked together to protect vulnerable adults across Kentucky. Reports to APS remained high, with adults aged 60 and above making up most accepted cases and substantiated findings. Self-neglect and caretaker neglect were the most common maltreatment concerns, with the number of substantiated cases increasing across both age groups.

While total APS reports appear to have declined in SFY25 compared to the previous year, underlying reporting volume remains consistent when accounting for updated data classifications. Despite this apparent decrease, there was a measurable increase in both investigations and non-investigatory cases accepted for service. Intake acceptance rate increased after the implementation of the Structured Decision Making (SDM) intake assessment tool. The SDM intake assessment is a documentation tool utilized by centralized intake workers to capture information necessary to screen the report. In addition to the introduction of the SDM intake assessment, the Local Coordinating Councils on Elder Abuse have increased their community outreach efforts to bring awareness to adult maltreatment and how to report.

APS also provided essential non-investigatory support, including general adult services and court-ordered guardianship assessments. General adult services provide an opportunity to assist adults maintain functioning, self-sufficiency, safety, and autonomy to remain in the community. APS has made an intentional effort to provide more community education on general adult services, with the goal of assisting vulnerable adults and preventing future maltreatment.

Overall, the data in this report highlights both the growing needs of vulnerable adults and the continued commitment of CHFS and its partners to respond quickly, investigate thoroughly, and provide meaningful support. Kentucky remains focused on strengthening prevention efforts, improving service coordination, and ensuring that every adult has the opportunity to live safely with dignity and respect.