

Analysis and Research on Violence Against Indian Women: An Update from the National Institute of Justice

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NIJ

USDOJ 15th Annual Government-to-Government Violence Against Women Tribal Consultation
Virtual Meeting | October 28, 2020

NIJ | **National Institute
of Justice**
STRENGTHEN SCIENCE. ADVANCE JUSTICE.

Presentation Overview

- Authorizing Legislation and Amendments
- Early Program Development Efforts
- Federal Advisory Task Force
- Early Identified Challenges
- Developing and Implementing a Program of Research
- Key Studies
- Tribal Leader Input Requested

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Program Authorizing Statute

Title IX, Section 904(a) of the Violence Against Women and Department of Justice Reauthorization Act of 2005 (VAWA 2005), Public Law No. 109-162 (codified at 42 USC § 3796gg-10 note), as amended by Section 907 of the Violence Against Women Reauthorization Act of 2013, Pub. L. No. 113-4.



Analyses and Research on Violence Against Indian Women in Indian Country and Alaska Native Villages VAWA 2005 & 2013

• Scope of Work

- Dating violence
- Domestic violence
- Homicide
- **Sex trafficking (VAWA 2013)**
- Sexual assault
- Stalking



• Government and Justice System Response

- Laws
- Policies
- Practices
- Procedures
- Programs



Early Violence Against Indian Women (VAIW) Program Developmental Work

- Environmental scan
 - Outreach to federal science and policy agencies
 - Survey of state domestic violence and sexual assault data
 - https://www.jrsa.org/pubs/reports/nij_tribal_DVSA_data_report.pdf
- Report on the epidemiology of violence against Native American women and the criminal justice response to this violence
 - (2008) Bachman, Zaykowski, Kallmyer, Poteyeva, and Lanier
 - <https://www.ncjrs.gov/pdffiles1/nij/grants/223691.pdf>



Task Force on Research on Violence Against American Indian and Alaska Native Women

- New Members
 - Judge Holly Bird (*Yaqui/Apache/Tarascan/San Felipe Pueblo* tribes), Co-Executive Director, Title Track
 - Ms. Francys Crevier (*Algonquin*), Chief Executive Officer, National Council of Urban Indian Health
 - Ms. Sabrina Desautel (*Confederate Tribes of the Colville Reservation*), Interim Program Manager, Prosecutor's Office
 - Ms. Catherine Edwards (*Tlingit & Haida Indian Tribes of Alaska*), 1st Vice President, Tlingit & Haida Indian Tribes of Alaska
 - Sgt. Julia Oliveira, Humboldt County Sheriff's Office
 - Lt. Chris Rutherford (*Poarch Band of Creek Indians*), Poarch Creek Tribal Police Department
 - Judge Roshanna Toya (*Pueblo of Isleta*), New Mexico Court of Appeals, Pueblo of Isleta Appellate Court
 - Dr. Emily Wright (*Cherokee Nation*), Professor, University of Nebraska Omaha

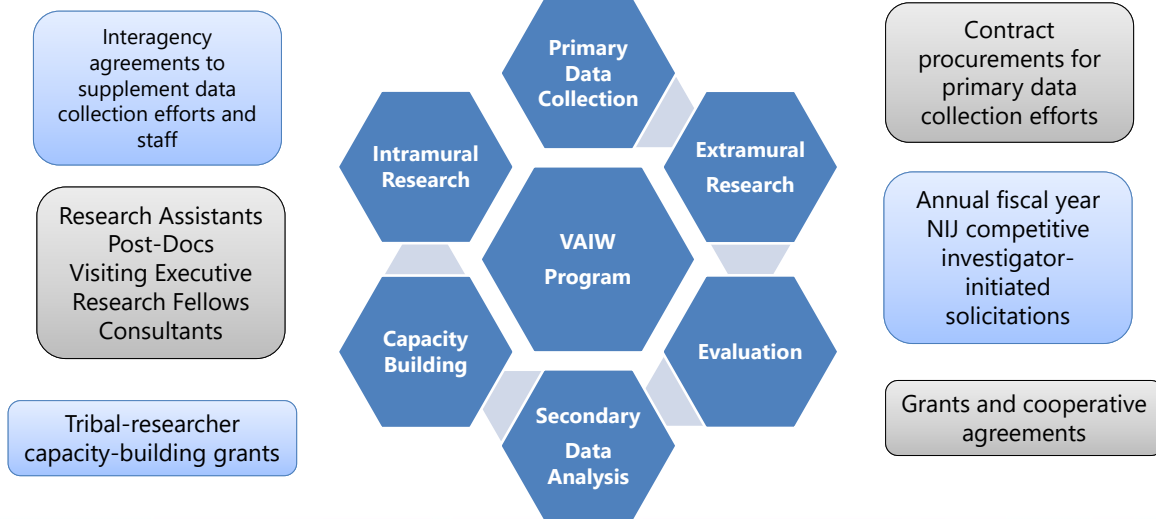


Early Identified Challenges

- Lack of available data and difficulty in obtaining access to select information
- Dealing with complex and multiple overlapping jurisdictional boundaries and gaps
- Accounting for diverse federal, state, and tribal justice systems
- Acknowledging and overcoming prior research and ethical violations
- Resources (VAIW program funding and staffing)
- Multiple components and different funding streams



Violence Against Indian Women Program Components



VAIW Research Program Timeline 2006-2012

NIJ begins program foundational activities

- Developed systematic matrix of R&E studies, methods, and statistics followed by a inventory of data system & sources
- Outreach to federal, state, and tribal agencies and partners
- 2009 R&E Workshop I
- Released RFP to secure a research team to work with NIJ on pilot activities
- Commissioned report with the Census Bureau looking at sample size and cost estimates
- CDC NISVS AI and AN Oversample
- Intramural Studies: EOUSA/LIONs & FBI Case Management Data
- Pilot site recruitment, tribal resolutions, and agreements
- Recruit, hire, and train interviewers and interpreters
- Data collection, processing, analysis, report writing, and dissemination of findings

2006/07

2008

2009

2010

2011

2012

- NIJ commissions VAIW report (Bachman et al.)
- Task Force is chartered and convened for the first time
- Commissioned BJS/JRSA SAC report

- Questionnaire development & testing (National Baseline Study Pilot)
- Cognitive Interviewing
- Development of research protocols & training materials
- Primary data collection mechanism initiated
- IRB & OMB review approval

- Pilot study completed
- 2012 R&E Workshop II
- NIJ Visiting Executive Research Fellow
- Sampling meeting
- VAIW instrumentation review and refinement
- Federal & Tribal Response Study



NIJ Convened VAIW Research Workshops

▪ **March 2009**

- Federal partners and stakeholders, researchers, and scholars
- Discussion: unit of analysis, sampling frame and techniques, measurement, modes of survey administration, ethical considerations, tribal nation engagement, recruitment and participation
- <https://nij.ojp.gov/topics/articles/violence-against-american-indian-and-alaska-native-women-section-904-researchers>

▪ **March 2012**

- Presentation of scientific results from the National Baseline Study pilot study
- https://www.ncjrs.gov/pdffiles1/nij/pilot_study_research_workshop_summary.pdf



VAIW Research Program Timeline 2013-2020

- Procurement of NBS I contracts
- FBI Study completed
- Federal and Tribal Response to VAIW study completed
- State and Tribal Response to VAIW study completed
- UAA Village Public Safety Officer Evaluation grant awarded
- Tribal Youth Victimization Methods Study
- NBS data collection instrument refinement
- NBS I study mode programming and testing
- NBS I site recruitment, tribal resolutions, and agreements, IRB reviews
- Close NBS I
- Draft new procurement SOW for NBS II
- Develop TDV proposal
- Tribal-researcher capacity-building grants program launches
- NamUs outreach & training
- NamUs tribal data fields added
- Missing and Murdered Native Women and Children in Nebraska study



- Exploratory Research on the Impact of the Growing Oil Industry in ND and MT
- Evaluability Assessment of the Tribal SAUSA program
- NBS data collection instrument refinement
- NIJ AI and AN NISVS study report released and disseminated
- NISVS data workshops
- Background papers (scan of legal and jurisdictional frameworks for VAIW; international methods literature review; social network analysis)
- NBS I study mode programming and testing
- NBS I site recruitment, tribal resolutions, and agreements, IRB reviews
- NamUs VAW Research (ECCO Project)
- Procurement of NBS II contracts
- Field implementation of NBS II
 - COVID-19 pandemic
- Missing person background paper
- Homicide commissioned report
- Death investigation statement of work
- Domestic violence thru the use of Circle Peacemaking approach to Restorative Justice



Related Data Collection Efforts: NamUs

NamUs Support for Missing Indigenous Person Cases

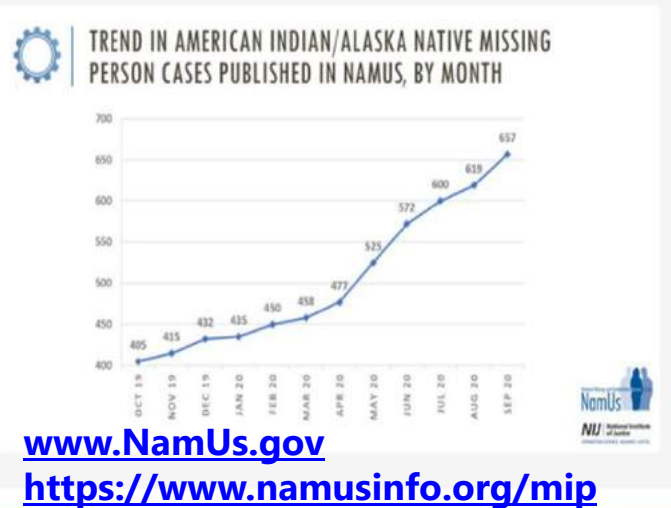
HOW NIJ AND ITS NAMUS PROGRAM SUPPORT TRIBAL LAW ENFORCEMENT AND COMMUNITIES

NamUs is working to close data gaps related to missing indigenous persons, and to ensure that every tribal law enforcement agency knows about and can use the NamUs program to help resolve cases. The NamUs 2.0 database (available from www.nam.usdoj.gov) allows tribes to collect better data on their missing persons, and provides a tool for sharing and comparing case information across jurisdictional boundaries.

Data fields specific to tribal cases in NamUs include:

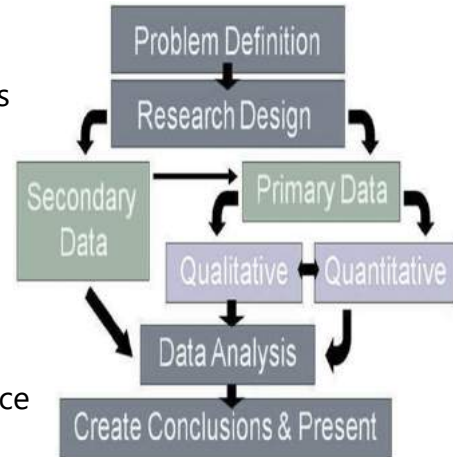
- A missing person's tribal enrollment or affiliation
- Whether a missing person was last seen on tribal land
- Whether a missing person's primary residence was on tribal land

Trend data of American Indian/Alaska Native (AI/AN) missing person cases that were published in NamUs as of the first of the month is provided below (for example, March 31 at 12:00 a.m.). Please keep in mind that NamUs is an operational database. The data displayed below reflect a snapshot in time. These data do not show unpublished cases that have not yet been entered by law enforcement for publication purposes, nor do they reflect the number of cases that have been resolved and entered under the law data collection drive. The NamUs database is not a historical database. Please keep these issues in mind when using them. Additional statistics regarding these cases can also be found in the downloadable reports below.



NIJ VAIW Current Activities

- Continue National Baseline Study pre-data collection activities
- Fund extramural research proposals submitted to NIJ's solicitations
 - Tribal-Researcher Capacity-Building Grants Program
- Initiate new intramural/in-house research projects
- Commission new studies
- Address components of the program not addressed (e.g., teen dating violence, sex trafficking)
- Continue to gather input from the program's Task Force on new study ideas, research questions, and priorities



THREE PRIMARY DATA COLLECTION STUDIES



Main NIJ Violence Against Indian Women Studies

- **Violence Against American Indian and Alaska Native women and men: 2010 Findings from the National Intimate Partner and Sexual Violence Survey**

- <https://www.ncjrs.gov/pdffiles1/nij/249736.pdf>
- <https://nij.ojp.gov/topics/articles/violence-against-american-indian-and-alaska-native-women-and-men>

- **National Baseline Study Pilot Study**

- **National Baseline Study:** *A study of public health, wellness, and safety among American Indian and Alaska Native women living in tribal communities*

- <https://nij.ojp.gov/topics/articles/violence-against-indian-women-national-baseline-study>



Sam English



VIOLENCE AGAINST AMERICAN INDIAN AND ALASKA NATIVE WOMEN AND MEN: 2010 FINDINGS FROM THE NATIONAL INTIMATE PARTNER AND SEXUAL VIOLENCE SURVEY



National Intimate Partner and Sexual Violence Survey



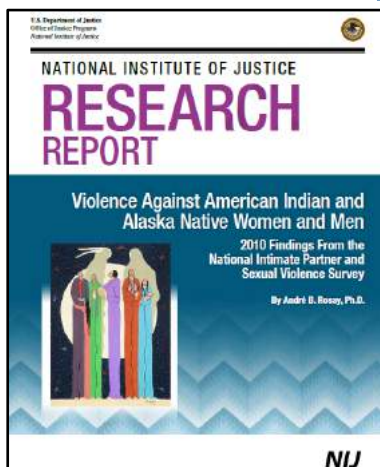
- NISVS is a nationally representative survey on violence against adult women and men in the U.S.

- Survey was launched in 2010 by the National Center for Injury Prevention and Control (U.S. Centers for Disease Control and Prevention), with the support of the National Institute of Justice (NIJ) and the Department of Defense.

<https://www.cdc.gov/violenceprevention/datasources/nisvs/>



National Institute of Justice Research Report



<https://www.ncjrs.gov/pdffiles1/nij/249736.pdf>



- Prevalence rates for:
 - Psychological aggression by intimate partners
 - Physical violence by intimate partners
 - Stalking
 - Sexual violence
- Comparisons across racial and ethnic groups
- Race of perpetrators
- Impact of violence



National Institute of Justice Research Report



- Detailed estimates of violence
- Large nationally representative sample
- Behaviorally-specific questions
- Includes import (but limited) information about race of perpetrators and impact of violence
- Results provide a voice to millions of American Indian and Alaska Natives who have experienced violence in their lifetime

<https://nij.ojp.gov/topics/articles/five-things-about-violence-against-american-indian-and-alaska-native-women-and-men>



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NATIONAL BASELINE STUDY PILOT STUDY



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National Baseline Study Pilot

The pilot study aimed to:

- Create and pilot test a survey instrument
 - Crosswalk to other studies
 - Cognitive testing
- Develop and test study methods
 - Different sampling techniques
 - Recruitment and participation techniques
 - Different modes of survey administration
 - ❖ Combination of computer-assisted personal interviewing and audio computer-assisted self-interviewing



NBS Pilot Study: Pilot Site #1

- **Focus:** to test the viability of using a map-based approach to sample households on reservation lands
- **Activities:** undertake two independent household enumeration activities
 - Innovative map-based approach to identify and enumerate all household units in a predefined area of the reservation
 - travel to the predefined area and work with our tribal partners to undertake more traditional counting and listing
- **Goals:** (1) test the scientific robustness, (2) burden to infrastructure, and (3) cost of each, and, where appropriate, (4) consider an approach that may combine elements of both designs for maximum efficiency.



NBS Pilot Study: Pilot Site #2

- **Purpose:** a small, but full scale pilot test of all components of a field-based data collection study
 - recruiting, hiring, and training Native American women as field interviewers
 - randomly sampling potential respondents from an enrollment list
 - recruiting American Indian women who are at least 18 years of age
 - administration of the interview using a computer- and audio computer-assisted self-interview software
 - and then debrief respondents about the survey



NBS Pilot Study: Pilot Site #3

- **Purpose:** limited to cognitive testing of the survey instrument and the consent form, and collecting information about confidentiality issues, the potential for telescoping on the 12-month estimates, and respondent preferences for data collection mode and interviewer characteristics
- **Refining of key survey components:**
 - Informed consent
 - Concerns about confidentiality
 - How respondents placed victimization experiences in time
 - Preference for survey mode and interviewer
 - Specific concerns around survey language and need for translation



NBS Pilot Study: Key Takeaways

- Local coordination and buy-in are essential
- Must collaborate and maintain tribal partnerships throughout the data collection effort and after
 - Remain transparent and available
- Importance of marrying Western-oriented, science-based research methods with traditional and cultural appropriate practices
- Ensure the research methods and protocols are respectful of tribal sovereignty, customs, and traditions
- Be flexible and able to pivot



NATIONAL BASELINE STUDY



National Baseline Study Research Design

- The study will occur in geographically dispersed tribal communities across the U.S. (lower 48 and Alaska) using a NIJ sampling plan.
- All adult women in randomly selected tribal households are eligible to participate in the study.
- Data are captured using a combination of computer-assisted person interviewing administered by a field interviewer, and audio computer assisted self-interviewing, where the participant is able to record their responses for sensitive questions.



National Baseline Study Sampling Plan

National Sampling Plan

- Comprised of randomly selected land-holding, federally recognized tribes in the lower 48 and Alaska.
- Sample ensures inclusion of at least one tribe from each of the 12 Indian Health Service (IHS) areas and sampling proportionate to size within each area.

Tribal Household Sampling Plan

- Developed using participating tribal government approved lists.
- When no available lists exist or are accessible, households will be identified and enumerated using counting and listing map-based methods.



National Baseline Study Sampling Plan (cont.)

NBS National Sampling Plan

- Stratified probability proportional to size sampling
- Sampling data collected before selection: total population, Indian population, number of adult AI and AN females and males, number of Indian children under 18 years of age, area/acres, BIA service area, IHS service area, several different Census GEO field data, and jurisdiction type (Public Law 280, option PL280, non-PL280)



NBS Site-Specific Sampling Plan

- Single-stage approach
- Two-stage approach



National Baseline Study Sampling Plan (cont.)

NBS Generated Household Lists

- Acquisition of tribal records/lists (residential postal or route addresses, distinct physical addresses)
- Identify and enumerate dwelling units and households
 - Counting and listing
 - Enumerating households using map-based methods

NBS Household Recruitment

- Introduction letter mailed to household
- Research team goes to households and provides information
- Schedule appointments for day, time, and location of convenience



National Baseline Study Survey Foci

- Demographic make-up of participants
- Participants' health & well-being
- Lifetime and last 12 month victimization experiences and their impact on participants
- Participant service needs and use
- Resiliency and community strengths



NIJ 2016 NISVS AI and AN Report

- Nationally representative sample of adult AI/AN men and women
 - AI/AN participants lived on and off tribal lands
- Includes self-identified adult AI/AN women and men
- Collects victimization experiences (life-time and last 12 months)
 - Prevalence data
 - Health data

NIJ National Baseline Study

- Nationally representative sample of federal recognized, land-holding tribes
- Includes only adult AI/AN women (enrolled, affiliated, descendant, self-identified)
- Collects victimization experiences (life-time and last 12 months) including adverse childhood experiences
 - Prevalence data
 - Incident data
 - Perpetrator (race/ethnicity)
 - Location (on/off tribal lands)
- Collects additional data on:
 - Health and well-being
 - Impact of victimization
 - Resiliency and strengths



National Baseline Study Team & Partners

National Institute of Justice (NIJ):

- NBS Contracting Officer's Representative(COR)
- NIJ NBS Project Director

National Baseline Study Research Contactor (NBSRC):

- American Indian Development Associates, LLC (AIDA)

National Baseline Study Data Collection Contractor (NBSDCC):

- RTI International (RTI)

Selected AI and AN tribes:

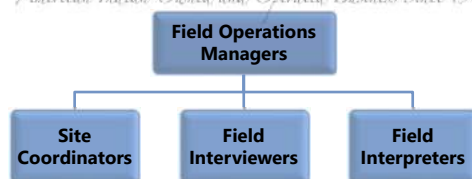
- Tribes, tribal households, and adult AI and AN women that voluntarily agree to participate in the NBS Study



National Baseline Study Research Contract Field Staff



American Indian Development Associates, LLC
Supporting Tribal Self-Determination Through Education, Justice, Health & Community Development
American Indian Owned and Operated Business Since 1989



Field Operations Managers

- Oversee, supervise, and manage onsite research and closeout activities.

Site Coordinators

- Assist with onsite data collection, field staff supervision, and assist with onsite research and administrative activities.

Field Interviewers

- Implement field data collection processes by recruiting households and participants for the NBS survey, and conducts interviews.

Interpreters

- Translates questions or words not understood by the NBS survey participants.



NBS Research Reviews and Approvals

Office of Management & Budget (OMB)

- NBS requires OMB review and approval because it is a national, congressionally mandated and federally-funded and directed study.
- The OMB reviews and approves the NBS study design and data collection instruments.

NIJ Privacy Certificate (PC)

- The PC protects tribes' and participants' privacy and confidentiality.
- Limits use of data collected for research purposes only.

Institutional Review Board (IRB)

- AIDA – Southwest Tribal IRB approval
- RTI – RTI IRB approval
- Individual Tribal IRB/research review boards approvals required



NBS Participatory Agreements and Permissions

NIJ respects tribal sovereignty and the NBS adheres to government-to-government principles

- Tribal Approvals
 - Tribal Resolutions or Executive Orders
 - Memorandum of Understanding (MOU) or
 - Memorandum of Agreement (MOA)



Tribal participatory agreements and permissions include:

- Stakeholder engagement with local implementation
- Outreach and community awareness
- Communications plan
- Tribal approval and permissions
- Information sharing agreements
- Data protection
- Field staff recruitment from participating tribes
- Closeout strategies
- Collective NBS information session
- Tribal input on study presentation and publications



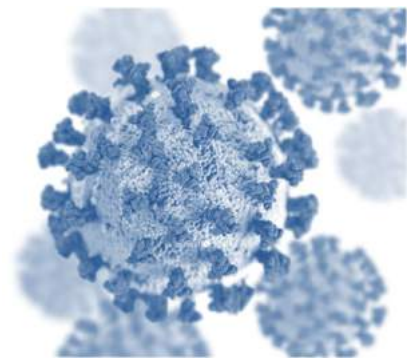
NBS Data Collection Timeline

- Site enrollment 2020 to 2023
 - Tribal Nation approvals, agreements and permissions
- Site data collection begins (OMB approval) 2021-2024
 - Hiring and training of field staff
 - Mandatory training and certification
 - Data collection at each site: 4 to 6 weeks
- Site data collection ends 2023, early 2024
- Final Report late 2024



National Baseline Study Delays

- Recruitment was to begin late spring 2020 into summer 2020
- COVID-19 pandemic
 - State and Tribal Nation closures | shelter in place orders
 - Reopening in phases | delays
- Reassess NBS tribal nation engagement and outreach protocols
 - Tribal leader input sought | consultation framing paper:
<https://www.justice.gov/ovw/page/file/1319981/download>



Requested Tribal Leader Recommendations for Outreach and Engagement during COVID-19 Pandemic

- Effective ways to launch tribal outreach and engagement with randomly selected tribes
- Best ways to collaborate with tribal communities to implement the study



- Letter of invitation (USPS, Email, Fax)
- Phone calls
- In person meetings
 - Tribal council
 - Tribal IRB/research board
 - Program staff



Research and Evaluation Consultation Resource Room

- **National Baseline Study (NBS) Video**
 - Wed., Oct. 28: 3-4 PM EDT
 - Thurs., Oct. 29: 1-2 PM EDT
- **Virtual Live Meet-n-Greet with the NBS study team**
 - Wed., Oct. 28: 4-5 PM EDT
 - Thurs., Oct. 29: 2-3 PM EDT
- **The Impact of the COVID-19 Pandemic on the NBS**
 - Fri., Oct. 30: 3-4:30 PM EDT



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If you have questions or inquiries for NIJ,
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Thank you!



**Please
take care
of one
another**

