



"Lady Justice" used with permission from DG Smalling, Choctaw Nation

Presidential Task Force on Missing and Murdered American Indians and Alaska Natives Operation Lady Justice

Final Report To The President

Activities and Accomplishments of Operation Lady Justice

April 25, 2022



Department of Justice

950 Pennsylvania Avenue NW

Washington, DC 20530

www.justice.gov

Department of the Interior

1849 C Street NW

Washington, DC 20240

www.doi.gov

Department of Health and Human Services

200 Independence Ave SW

Washington, DC 20201

www.hhs.gov

Final Report To The President

Activities and Accomplishments of
Operation Lady Justice

April 25, 2022

Contents

Introduction by the Executive Director.....	v
The Presidential Task Force on American Indians and Alaska Natives (Operation Lady Justice).....	1
Operation Lady Justice Members and Agency Participation.....	3
Operation Lady Justice Agency Representation and Structure.....	5
Operation Lady Justice Tasks.....	7
Operation Lady Justice Activities and Accomplishments.....	9
1) Administration.....	9
2) Listen and Meet [EO Section 4(a)(i)].....	15
Outreach and Listening Opportunities.....	15
Tribal and State Coordination.....	19
3) Model Protocols and Procedures [EO Section 4(a)(ii)(A), (B), (C)].....	20
Protocols and Procedures.....	21
Training.....	22
Federal Resources Coordination.....	26
Data.....	26
4) Unresolved (Cold) Case Team [EO Section 4(a)(iii)].....	30
5) Best Practices [EO Section 4(a)(iv)(A), (B)].....	33
6) Education and Outreach Campaigns [EO Section 4(a)(iv)(C), (D)].....	34
7) Reports [EO Section 5(a), (b)].....	36
Appendix A: Executive Order 13898.....	37

Introduction by the Executive Director

The President

The White House

Washington, DC 20500

Dear Mr. President:

On behalf of the Departments of Justice, Interior, and Health and Human Services, we are pleased to present the final report of the Presidential Task Force on Missing and Murdered American Indians and Alaska Natives, also known as Operation Lady Justice. Created on November 26, 2019, by Executive Order 13898, the Task Force and its several hundred federal volunteers began the work of enhancing the criminal justice system and addressing the legitimate concerns of American Indian and Alaska Native communities regarding missing or murdered people.

The Task Force's accomplishments were only one step in the work that must continue in partnership with Tribes and Tribal communities in order to address the two issues of missing or murdered American Indian and Alaska Native people. This important work continues under your recent Executive Order 14053, which brings Administration agencies together to improve public safety and criminal justice for Native Americans and to address the crisis of missing or murdered Indigenous people.

It has been an honor and a privilege to be part of this important work.

Respectfully,

Marcia Good

Executive Director

Operation Lady Justice

The Presidential Task Force on American Indians and Alaska Natives (Operation Lady Justice)

On November 26, 2019, Executive Order 13898 (EO) established the Presidential Task Force on Missing and Murdered American Indians and Alaska Natives (Task Force).¹ The Task Force, also known as Operation Lady Justice (OLJ), aimed to enhance the operation of the criminal justice system and address the concerns of American Indian and Alaska Native (AI/AN) communities regarding missing or murdered people—particularly missing or murdered women and girls. The EO established the group as a working task force, which under Federal law was to be comprised of Federal members with specific tasks to be completed under the timeline. OLJ was not established as a Federal Advisory Committee under the Federal Advisory Committee Act (FACA), in which individuals outside of the Federal Government provide advice to one or more Federal agencies.

The EO set forth a range of tasks to be completed over the two-year life of the Task Force, with required reports at the end of each year. The first report contained the “activities and accomplishments of the Task Force, the status of the projects the Task Force has not yet completed, and specific recommendations for future action of the Task Force.”² This final report contains “the activities and accomplishments of the Task Force.”³

¹ See Appendix A for Executive Order 13898.

² EO at § 5(a).

³ EO at § 5(b).

Operation Lady Justice Members and Agency Participation

The EO designated representatives from the Department of Justice (DOJ), the Department of the Interior (DOI), and the Department of Health and Human Services (HHS) as the Federal agencies that made up the Task Force. At the end of the first year, Task Force members recommended the addition of several agencies and members for the second year.⁴

The Attorney General and the Secretary of the Interior were named as co-chairs of the Task Force. Task Force members over the two years included the following named positions or their designees:

- ▶ Director of the Federal Bureau of Investigation (FBI).
- ▶ Assistant Secretary for Indian Affairs, Department of the Interior.
- ▶ Director of the Office on Violence Against Women, Department of Justice.
- ▶ Director of the Office of Justice Services, Bureau of Indian Affairs, Department of the Interior.
- ▶ Chair of the Native American Issues Subcommittee of the Attorney General’s Advisory Committee.
- ▶ Commissioner of the Administration for Native Americans, Department of Health and Human Services.
- ▶ Director of the Office of Community Oriented Policing Services (COPS), Department of Justice.
- ▶ Director of the Bureau of Justice Assistance (BJA), Department of Justice.
- ▶ Director of the Office for Victims of Crime (OVC), Department of Justice.
- ▶ Director of the Federal Law Enforcement Training Center (FLETC), Department of Homeland Security (DHS).
- ▶ Director of the Indian Health Service (IHS), Department of Health and Human Services.
- ▶ Director of the Office of Native Programs (ONAP), Department of Housing and Urban Development.

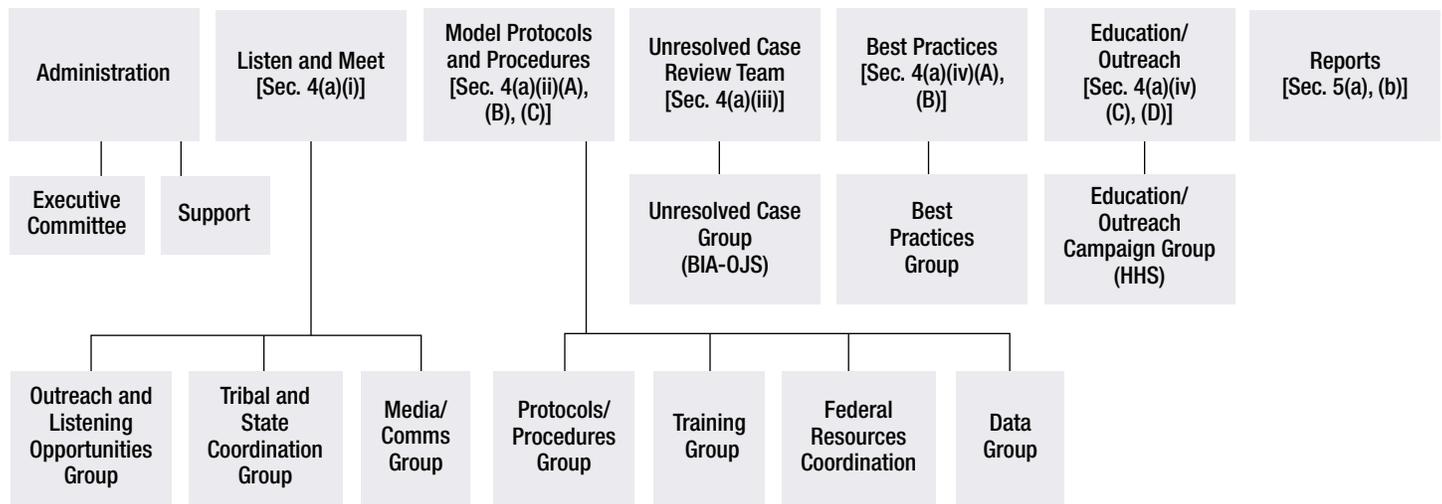
⁴ First Year Report, page 19.

Operation Lady Justice Agency

Representation and Structure

The Task Force was assisted by Executive Director Marcia Good, on detail to the Office of Justice Programs. Matt Lysakowski of DOJ’s COPS Office, Lori McPherson of DOJ’s United States Marshals Service (USMS), and Nicolette Rose of DOJ FBI’s Violent Crimes Intelligence Unit served as Special Advisors to the Executive Director.

The EO requirements were assigned to working groups, which met regularly to accomplish their designated tasks.



Over the lifetime of the Task Force, more than 200 representatives from various Federal agencies worked on the tasks contained within the EO.

Operation Lady Justice Tasks

The EO directed the Task Force to accomplish specific tasks over the two-year period, including:

- ▶ Conduct appropriate consultations with Tribal governments on the scope and nature of the issues regarding missing or murdered AI/AN.
- ▶ Develop model protocols and procedures to apply to new and unsolved cases of missing or murdered persons in AI/AN communities, including best practices for:
 - Improving the way law enforcement investigators and prosecutors respond to the high volume of these cases and to the investigative challenges that might be presented in cases involving female victims;
 - Collecting and sharing data among various jurisdictions and law enforcement agencies; and
 - Better use of existing criminal databases, such as the National Missing and Unidentified Persons System (NamUs), the National Crime Information Center (NCIC), and the Combined DNA Index System (CODIS), including the National DNA Index System (NDIS).
- ▶ Establish a multi-disciplinary, multi-jurisdictional team, including representatives from Tribal law enforcement, DOJ, and DOI, to review cold cases involving missing and murdered AI/AN.
- ▶ Address the need for greater clarity concerning roles, authorities, and jurisdiction throughout the lifecycle of cases involving missing or murdered AI/AN by:
 - Developing and publishing best-practice guidance for use by Federal, State, local, and Tribal law enforcement in cases involving missing or murdered AI/AN, to include communication with affected families from initiation of an investigation through case resolution or closure;
 - Facilitating formal agreements or arrangements among Federal, State, local, and Tribal law enforcement to promote cooperative, trauma-informed responses to cases involving missing or murdered AI/AN;
 - Developing and executing a crime identification and reduction education and outreach campaign for communities that are most affected by crime committed against AI/AN; and
 - Developing, in partnership with NamUs, a public-awareness campaign to educate both rural and urban communities about the needs of impacted families and resources that are both needed and available.

The operation of the Task Force and the assigned tasks were divided into seven areas:

- 1) Administration.
- 2) Listen and Meet [EO Section 4(a)(i)].
- 3) Model Protocols and Procedures [EO Section 4(a)(ii)(A), (B), (C)].
- 4) Unresolved (Cold) Case Team [EO Section 4(a)(iii)].
- 5) Best Practices [EO Section 4(a)(iv)(A), (B)].
- 6) Education and Outreach Campaigns [EO Section 4(a)(iv)(C), (D)].
- 7) Reports [EO Section 5(a), (b)].

Operation Lady Justice Activities and Accomplishments

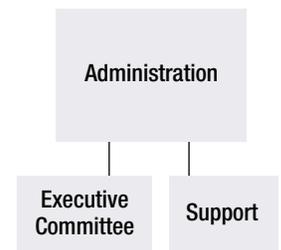
The operation of the Task Force and the assigned tasks were divided into seven areas. Each of the seven areas are addressed below, noting what activities have been completed and accomplishments achieved in the area.

1) Administration

The “Administration” work of the Task Force was divided across two working groups:

▶ **Executive Committee:** This Working Group’s purpose was to coordinate activities among the Federal agencies that were part of OLJ.

▶ **Support:** This Working Group’s purpose was to provide support for all functions of the Task Force.



Meetings: OLJ formally began its work with an inaugural meeting of Task Force members on January 29, 2020, at DOI in Washington, DC. Subsequent meetings of the Task Force members were held monthly to address business before the Task Force as well as the mandates set forth in the EO.

Website: OLJ established a website, OperationLadyJustice.usdoj.gov. Website content includes the following:

▶ About OLJ:

- Executive Order
- Task Force Members
- Reports and Accomplishments
- News
- FAQs

▶ Listening Sessions and Consultations:

- All Transcripts and Audio/Video Recordings for Tribal Consultations, Listening Sessions, Webinars, and Selected Meetings

▶ Protocols and Procedures:

- Tribal Community Response Plans
- Volunteer Engagement Programs

▶ Unresolved Cases:

- Recently Missing AI/AN Children
- Long-term Missing AI/AN Children

▶ Education and Resources

- Resource Basket for Victims/Families
- Resource Basket for Law Enforcement
- Resource Basket for Service Providers
- Resource Basket for Tribal Communities
- Resource Basket for Prevention
- Federal Funding and Grants

▶ Data and Research:

- NCIC
- NamUs
- CDC National Violent Death Reporting System
- CDC *MMWR Surveillance Summary* on AI/AN Homicides
- Tribal and State Task Force Information

News of Events and Products: OLJ publicized events and resources in the area of Missing and Murdered Indigenous Persons (MMIP) via the website and subscriptions to the website under GovDelivery.

GovDelivery notices sent to approximately 2,600 subscribers included:

Missing Children's Day	Listening Session Transcripts
Youth Listening Sessions	Tribal State Coordination Webinars
Tribal Consultation Schedule	Consultation Comment Deadline
Consultation Comment Deadline Extension	Report to President Released
DOJ Journal Published	NICTI Opportunities
NamUs Monthly Statistics	COPS Office Dispatch Article on OLJ
NICTI Online Trainings	First Tribal Community Response Plan
FEMA's IPAWS	Grassroots Listening Session Scheduled
Second DOJ Journal Published	CODIS/DNA/Genetic Genealogy
Two Spirit and LGBTQ Listening Session Scheduled	Release of Toolkits
Ambiguous Loss Training	Commerce's NTIA Broadband Funding Opportunity
HHS Funding and Funding Fact Sheet	Two Spirit and LGBTQ Listening Session Reminder
TAP Application Period Open	Grassroots Session Summary
Data Session Scheduled	Data Session Reminder
Data Infographic Posting	DOI Not Invisible Act Comm. Consultation
Two Spirit and LGBTQ Session Summary	National Symposium Announcement
Data Listening Session Summary	Consultations and Listening Sessions Summary
Journal Issues Reminder	Guide for Families of Missing Adults

OLJ Artwork: Figuring prominently on all material was the OLJ logo, featuring the artwork of Choctaw Nation artist DG Smalling.

Coordination: Other administrative activities included briefings for the White House and the Office of Management and Budget (OMB) and participation in the Missing and Murdered Indigenous Women (MMIW) review conducted by the U.S. Government Accountability Office (GAO).

The Task Force also coordinated with other Federal efforts related to missing or murdered AI/AN, including:

- ▶ The Attorney General’s Initiative on Missing and Murdered Indigenous Persons.
- ▶ The Federal Enforcement Working Group on Combating Human Trafficking and Child Exploitation in the U.S.
- ▶ The Department of Homeland Security’s Blue Campaign to End Human Trafficking.
- ▶ Savanna’s Act Implementation.
- ▶ Not Invisible Act Implementation.
- ▶ The Alyce Spotted Bear and Walter Soboleff Commission on Native Children.

Agency Information: DOJ, DOI, and HHS provided information on programs and funding opportunities for Tribes and Tribal organizations related to the underlying issues of missing persons or murder cases in AI/AN communities. Those resources can be found in the Federal Grants and Funding section of the OLJ Education and Resources page at [OperationLadyJustice.usdoj.gov](https://www.operationladyjustice.usdoj.gov).

Fact Sheets and Other Explanatory Material: The Task Force compiled a number of fact sheets containing information on relevant topics, including databases, emergency alerts, victim services, and hotlines/helplines.

- ▶ Overview of OLJ.
- ▶ Accomplishments of OLJ.
- ▶ NamUs and how it can be used to address missing or murdered AI/AN.
- ▶ NamUs Organization: Explains the organizational status of DOJ NIJ’s NamUs program.



- ▶ Missing Persons File in National Crime Information Center (NCIC): Describes the missing persons file and how it can be used to address missing AI/AN.
- ▶ NamUs vs. Missing Persons File in NCIC: Describes the differences between NamUs and the Missing Persons File in NCIC and how they can be used to complement each other.
- ▶ National Center for Missing & Exploited Children (NCMEC): Describes what NCMEC is and how it assists to address missing AI/AN through its various programs and initiatives.
- ▶ Volunteers in Police Service (VIPS): Describes how the VIPS program is being updated and piloted in Indian Country to focus on using volunteers in missing AI/AN incidents.
- ▶ Alerts – AMBER, SILVER, BLUE, ASHANTI: Provides a summary of the various types of emergency alerts that exist and how they are issued.
- ▶ AMBER Alerts in Indian Country: Describes how AMBER Alerts are used in Indian Country, including requirements to issue an alert and coordination with law enforcement agencies (particularly agencies that issue alerts).
- ▶ State Missing Persons Clearinghouses: Describes what the State missing persons clearinghouses are, how they were established, and their mission and goals.
- ▶ UCR/NIBRS: Describes the crime reporting systems of UCR and the transition to NIBRS and what missing and murdered information is reported through this system.
- ▶ Tribal Coalitions Program: Describes the Tribal coalitions that are active in the missing or murdered AI/AN sphere.
- ▶ Different Commissions/Task Forces: Describes the various task forces and advisory groups that are related to the work of OLJ.
- ▶ Attorney General’s (AG) Missing and Murdered Indigenous Persons Initiative (MMIP): Describes the AG’s MMIP Initiative and how the MMIP Initiative and OLJ work together.
- ▶ Tribal Advisory Groups for Federal Agencies: Describes the Tribal groups that advise the three core agencies which make up OLJ.
- ▶ JusticeConnect Flyer & Community of Interest Description: Describes the JusticeConnect system and how it can be leveraged to support investigations of missing or murdered AI/AN.
- ▶ Funding Sources: Provides a description of the various federal funding programs that can support Tribal or State efforts to address missing or murdered AI/AN.
- ▶ ACF Hotlines/Helplines: Provides a summary of the hotlines that are related to missing or murdered AI/AN work.

- ▶ Tribal and State Task Forces: Summarizes all the Tribal and State task forces.
- ▶ DNA Data and Systems (4 sheets): Summarizes CODIS, National Missing Person DNA Database, and Related Systems.
- ▶ ASHANTI Alerts: Describes an ASHANTI Alert, including requirements to issue an alert and coordination with law enforcement agencies (particularly agencies that issue alerts).
- ▶ You Are Not Alone Flyer: Lists relevant hotlines/helplines for victims that are related to missing or murdered AI/AN work.
- ▶ Human Trafficking in American Indian & Alaska Native Communities Resource Guide: Describes the various federal agencies and programs to address human trafficking in AI/AN communities.
- ▶ Tribal Community Response When a Woman Is Missing: A Toolkit for Action: ACF toolkit for the community on what to do when a person goes missing.
- ▶ Cold Cases Brochure: Existing brochure that explains to families/community members what to expect in cold (unresolved) case investigations.
- ▶ AMBER Alert Criteria in Each State: Describes the status of the AMBER Alert criteria for each State.
- ▶ Genetic Genealogy: Describes what genetic genealogy is and how it can potentially be useful in MMIP cases.
- ▶ CRI-TAC for Tribes: Describes COPS' Collaborative Reform Initiative Technical Assistance Center (CRI-TAC) program for Tribal law enforcement technical assistance.
- ▶ IPAWS: How Tribal governments can sign up for public alerts and warnings.
- ▶ Human Trafficking Prevention – Strategies for Runaway and Homeless Youth Settings: HHS FYSB Issue Brief that explores strategies to integrate human trafficking (HT) prevention into Runaway and Homeless Youth (RHY) programs.
- ▶ CDC's National Violent Death Reporting System: Summarizes the National Violent Death Reporting System.
- ▶ CDC's National Intimate Partner and Sexual Violence Survey: Summarizes the National Intimate Partner and Sexual Violence Survey.
- ▶ CDC's National Intimate Partner and Sexual Violence Survey – 2010 Findings.
- ▶ NIJ's Five Things About Violence Against AI/AN Woman and Men.
- ▶ CDC's Violence Against AI/AN Peoples Fact Sheet: Summarizes CDC's work to address violence against AI/AN peoples.

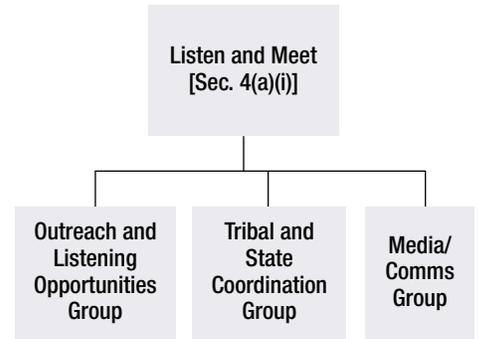
- ▶ Federal Law Enforcement Agency Resources: Describes the various Federal resources.
- ▶ Data Sources Quick Guide: Lists and briefly describes the various data sources related to MMIP data.

These fact sheets are incorporated in the Resource Baskets posted in the Education and Resources page or in the Data and Research page on OperationLadyJustice.usdoj.gov.

2) Listen and Meet [Section 4(a)(i)]

- ▶ Conduct appropriate consultations with Tribal governments on the scope and nature of the issues regarding missing and murdered AI/AN.

The “Listen and Meet” work of the Task Force included both formal government-to-government consultation with Tribes and listening sessions with other Tribal stakeholders. This work was divided across three working groups:



- ▶ **Outreach and Listening Opportunities:** This Working Group’s purpose was to plan the public-facing events of the Task Force.
- ▶ **Tribal and State Coordination:** This Working Group’s purpose was to work with Tribal and State Task Forces and other efforts already in place on MMIP.
- ▶ **Media/Communications:** This Working Group’s purpose was to coordinate the media around Task Force events and reports being released.

OUTREACH AND LISTENING OPPORTUNITIES

Listening Sessions

The Task Force was committed to listening. All of its work was informed and shaped by input from impacted victims, families, and communities. Before the COVID-19 pandemic, Task Force members began discussing the issues with Tribes, Tribal members, and Tribal organizations as the first order of business. Listening Sessions were hosted by:

- ▶ National Congress of American Indians’ (NCAI) Executive Council, Winter Session, February 12, 2020, Washington, DC.
- ▶ HHS’s Administration for Children and Families (ACF) Grantees Meeting, February 13, 2020, Washington, DC.
- ▶ DOJ’s Tribal Nations Leadership Council, February 25, 2020, phone conference.

- ▶ HHS ACF’s Tribal Advisory Committee, March 2, 2020, Washington, DC.
- ▶ DOI’s Tribal Interior Budget Committee, March 12, 2020, Washington, DC.

Notes from those sessions are posted on the OLJ website for public viewing at operationladyjustice.usdoj.gov/archives/olj/listening-sessions-consultations.

While pre-pandemic planning included arrangements for a number of consultations and listening sessions in the field, those had to be cancelled. After discussion with Tribal partners, it was determined that risks due to the COVID-19 health emergency made virtual listening sessions and consultations the most prudent path. That path continued into year two of the Task Force as the pandemic continued with Tribal communities greatly affected.

The first four virtual large-scale listening sessions, organized by BIA region, were held on May 27, May 29, June 2, and June 3, 2020. Registration for the four sessions exceeded 1,000 participants. Transcripts of those sessions are available on the OLJ website at operationladyjustice.usdoj.gov/archives/olj/listening-sessions-consultations. Comments were also accepted via written submission.

The Task Force also conducted listening sessions/meetings with:

- ▶ Center for Native American Youth Cultural Preservation Ambassadors Project participants and youth participants in projects supported by ANA’s Native Youth ILEAD Initiative on June 24, 2020.
- ▶ NCAI’s Violence Against Women Act (VAWA) Task Force members on September 21, 2020.
- ▶ Navajo Nation on November 9, 2020.

In OLJ’s second year, topic-focused listening sessions were:

- ▶ Grassroots Organizations Working in the Areas of Missing or Murdered AI/AN on May 7, 2021.
- ▶ AI/AN Two-Spirit and LGBTQ + Communities on June 25, 2021.
- ▶ Federal Data Discussion and Listening Session on July 27, 2021.

Tribal Consultations

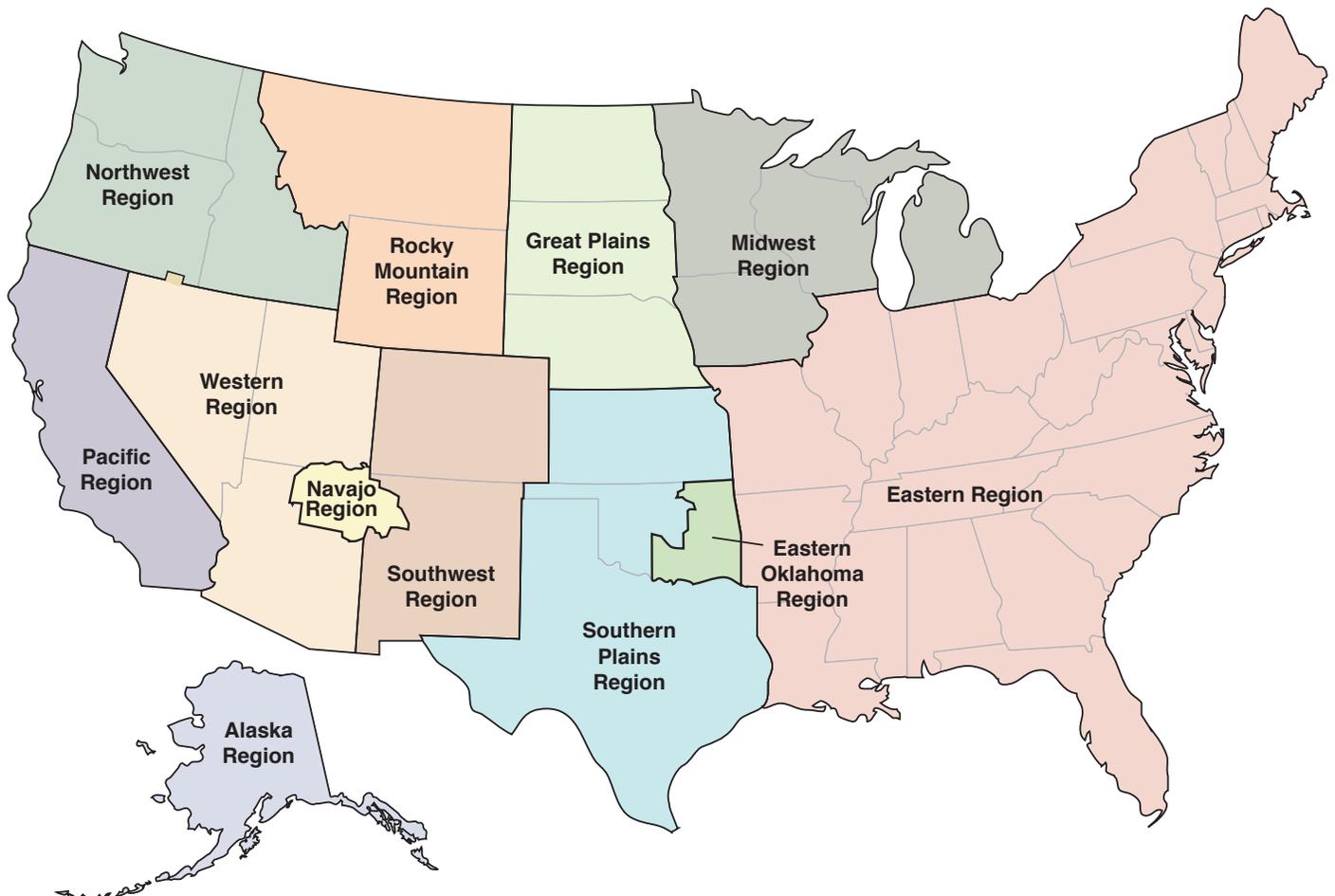
With in-person sessions unavailable, Tribal leaders were invited to participate in a series of 12 virtual Tribal consultations held via an online platform between August 17, 2020, and September 17, 2020. A framing paper (included in this report as Appendix A) provided relevant background information and questions. Nearly 1,000 Tribal leaders, designees, citizens, and others registered across the 12 sessions.

In addition to the virtual Tribal consultations, OLJ accepted written comments. Transcript and audio/video recordings of all the consultations and listening sessions are included on the OLJ website at operationladyjustice.usdoj.gov/archives/olj/listening-sessions-consultations.

Consultations were hosted as follows:

- ▶ August 17: BIA Eastern Region
- ▶ August 19: BIA Midwest Region
- ▶ August 21: BIA Southern Plains and Eastern Oklahoma Regions
- ▶ August 25: BIA Great Plains and Rocky Mountain Regions
- ▶ August 27: BIA Southwest Region
- ▶ August 31: BIA Northwest Region
- ▶ September 2: BIA Western and Navajo Regions
- ▶ September 4: BIA Pacific Region (first session)
- ▶ September 8: BIA Pacific Region (second session)
- ▶ September 10: BIA Alaska Region (first session)
- ▶ September 14: BIA Alaska Region (second session)
- ▶ September 17: Final session for any Tribal leader who could not make their scheduled Regional Session

BIA Regions



Other Community Engagements

In addition to the consultations and listening sessions already noted, OLJ hosted numerous other engagements with Tribal law enforcement, FBI and BIA Victim Services programs, Tribal domestic violence and sexual assault coalitions, and others to hear about field experiences.

In July and August 2020, the DOJ Office of Community Oriented Policing Services (COPS Office) convened Tribal law enforcement leaders from across the country to discuss challenges facing the field, share information, and identify successful approaches to effectively address AI/AN missing person cases. This national “call to action” for law enforcement leaders included 10 virtual sessions on four topics: 1) The Challenges of Missing and Murdered AI/AN in Your Community, 2) Model Protocols and Procedures, 3) NamUs, and 4) Trauma-Informed Victim Services. Dozens of Tribal law enforcement leaders joined these interactive discussions to provide their insight into local challenges and resources concerning AI/AN missing or murdered cases.

Tribal law enforcement leaders were convened again in 2021 for four additional discussions held throughout the year. The first discussion featured a recap of OLJ and the Attorney General’s Missing and Murdered Indigenous Persons (MMIP) initiative, plus an overview of the initial development of the Tribal Community Response Plans (TCRPs). During the second meeting, participants learned about various resources available to Tribal law enforcement agencies. This meeting featured presentations on law enforcement training resources available through the National Indian Country Training Initiative (NICTI), FBI’s Law Enforcement Enterprise Portal (LEEP) and JusticeConnect, and the Federal Emergency Management Agency’s (FEMA) Integrated Public Alert and Warning System (IPAWS). The third meeting featured two presentations: 1) Volunteer Engagement for American Indian and Alaska Native Missing Person Cases, and 2) Training and Technical Assistance Program to Address Unresolved/Cold Cases: Emerging Best Practices and Protocols for the Investigation of AI/AN Cases. The fourth and final meeting included a panel discussion about the Tribal Community Response Plans and MMIP policies and procedures. Ernie Weyand (MMIP Coordinator for Montana), Ingrid Cumberlandidge (MMIP Coordinator for Alaska), and Monty Gibson (Associate Director of Field Operations for BIA’s Office of Justice Services) served as panelists. Matt Lysakowski (Senior Advisor for Tribal Affairs, COPS Office) facilitated the discussion.

Finally, OLJ and individual members participated in numerous other meetings and presentations throughout the past two years to share information and provide updates on OLJ activities. A sample of those engagements:

- ▶ CDC presentation at the National Council of Urban Indian Health (NCUIH) virtual dialogue Circle of Resilience: Empowering Indian Country in a Virtual World: Missing and Murdered Indigenous People (May 2020).
- ▶ An FBI special emphasis presentation for Pride Month regarding Two-Spirit people (June 2020).
- ▶ CDC presentation to the American Public Health Association (APHA) American Indian, Alaska Native, and Native Hawaiian Caucus on Federal resources for MMIP prevention (August 2020).
- ▶ CDC presentation at the NCUIH Annual Conference during the Virtual Dialogue on Missing or Murdered Indigenous People (May 2021).

- ▶ FBI’s Criminal Investigative Division program presentation regarding the Indian Country Special Jurisdiction Unit (June 2021).
- ▶ FBI special emphasis presentation for Pride Month regarding Two-Spirit people (June 2021).
- ▶ AI/AN Heritage Month presentation to USDA (November 2021).
- ▶ AI/AN Heritage Month presentation to the FBI (November 2021).
- ▶ OVW 16th Annual Government-to-Government Violence Against Women Tribal Consultation – *Assessing the Scope of Missing Native Americans in Nebraska Through an NIJ-Funded Tribal-Researcher Partnership* (August 2021).
- ▶ Listening sessions with the FBI’s Victim Services Division.
- ▶ Presentation to Johnson O’Malley Program administrators (February 2020).
- ▶ Presentation to the Bureau of Indian Education on Human Trafficking and MMIP (March 2020).
- ▶ An AI/AN Heritage Month presentation to the Centers for Medicaid and Medicare Services (November 2020).
- ▶ Women Are Sacred Conference hosted by the National Indigenous Women’s Resource Center (June 2021).
- ▶ Oklahoma Tribal Veterans Summit (June 2021).
- ▶ HHS CDC Tribal Advisory Committee (August 2021).
- ▶ HHS American Indian Alaska Native Health Summit (September 2021).
- ▶ HHS Office of Family Assistance Virtual Conference: TANF Role in MMIP Prevention (September 2021).
- ▶ An AI/AN Heritage Month presentation to the Office of the Inspector General, HHS (November 2021).
- ▶ Fifteenth and 16th Annual Violence Against Women Government-to-Government Tribal Consultations (October 2020 and August 2021).

TRIBAL AND STATE COORDINATION

In June 2020, OLJ hosted two webinars with Tribal and State Task Forces, study groups, and other efforts at the Tribal and State levels that are also addressing the issues surrounding missing or murdered AI/AN. The goal of these webinars was to share information among the Task Forces and begin coordination among the Tribal, State, and Federal efforts taking place. The webinars allowed for interactive engagement, including presentations from Tribal and State representatives on their local activities and accomplishments, challenges, and ideas for future coordination.

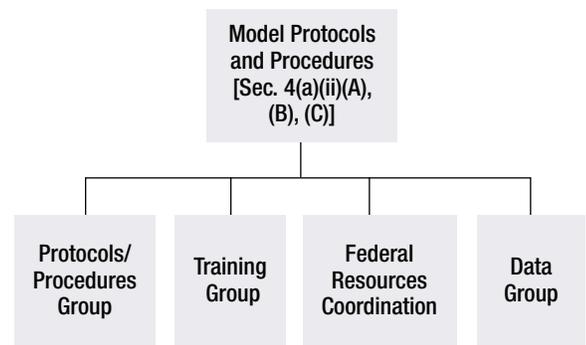
OLJ expanded the webinars in 2021 to bring Tribal and State Task Force participants together again in July, August, September, and October. Participants were encouraged to present on current information and efforts within their respective Task Forces or groups. OLJ also provided updates on its efforts and facilitated information-sharing opportunities among participants during each session. Informational presentations delivered during these webinars included a discussion of TCRPs by the MMIP Coordinators and Tribal representatives and an examination of data related to MMIP from FBI and other DOJ representatives.

OLJ met with the State missing persons clearinghouse coordinators through a presentation to the National AMBER Alert Symposium in 2021 and in the monthly NCMEC-hosted coordinators call. Other meetings and exchanges have occurred between OLJ and representatives from the Canadian “National Inquiry into Missing and Murdered Indigenous Women and Girls,” subject matter experts in ambiguous loss, and others working with families in cold (unresolved) case reviews.

3) Model Protocols and Procedures [Section 4(a)(ii)(A), (B), (C)]

▶ Develop model protocols and procedures to apply to new and unsolved cases of missing or murdered persons in AI/AN communities, including best practices for:

- Improving the way law enforcement investigators and prosecutors respond to the high volume of such cases, and to the investigative challenges that might be presented in cases involving female victims;
- Collecting and sharing data among various jurisdictions and law enforcement agencies; and
- Better use of existing criminal databases, such as the NamUs, the NCIC, and the CODIS, including the NDIS.



The “Model Protocols and Procedures” work of the Task Force was divided across four working groups:

- ▶ **Protocols and Procedures:** This Working Group’s purpose was to develop, disseminate, and help implement the model protocols/procedures/guidelines required by the EO.
- ▶ **Training:** This Working Group’s purpose was to collect current training and plan and provide additional training for various groups, including law enforcement, victim services, and Tribal communities.
- ▶ **Federal Resources Coordination:** This Working Group’s purpose was to coordinate Federal resources available to support MMIP initiatives.
- ▶ **Data:** This Working Group’s purpose was to summarize data needed to understand the underlying issues related to MMIP, research and review existing data on MMIP, engage researchers to obtain needed data, and summarize data results.

PROTOCOLS AND PROCEDURES

The OLJ Model Protocols and Procedures Working Group worked together with the DOJ Attorney General's Initiative on Missing and Murdered Indigenous Persons (MMIP Initiative) to support the development of the protocols called Tribal Community Response Plans (TCRPs).

The Attorney General's MMIP Initiative, established in November 2019, included investing \$1.5 million to hire 11 MMIP coordinators in 11 States to serve all U.S. Attorney's offices in those States and others that requested assistance. The States were Alaska, Arizona, Michigan, Minnesota, Montana, Nevada, New Mexico, Oklahoma, Oregon, Utah, and Washington. The MMIP Coordinators worked closely with Federal, Tribal, State, and local agencies to develop common protocols and procedures for responding to reports of missing indigenous persons. In addition, the Initiative provided for the rapid deployment of specialized FBI teams and expert assistance in appropriate cases of missing AI/AN persons upon request by a Federal, Tribal, State, or local law enforcement agency. A comprehensive data analysis to identify opportunities to improve missing persons data was included in the Initiative.

OLJ and the AG's MMIP Initiative received input on the model protocols and procedures from Tribal leadership, Tribal law enforcement executives, and many others. Guides were developed in concert with Tribal Nations that provide a resource for Tribal communities that wish to develop their own TCRPs for responding to emergent missing person cases. These protocols are to be tailored to each Tribal community's needs, resources, and culture.

TCRPs were piloted in several locations with Tribes volunteering to work with their U.S. Attorney's Office and MMIP Coordinator on the project. Examples of those TCRPs are available to law enforcement personnel via the FBI's Law Enforcement Enterprise Portal (LEEP): fbi.gov/services/cjis/leep. Tribes participating in the pilot are located in the following U.S. Attorney's Office districts:

- ▶ District of Oregon
- ▶ District of Arizona
- ▶ Eastern District and Western District of Michigan
- ▶ District of Montana
- ▶ District of New Mexico
- ▶ Eastern District and Western District of Washington
- ▶ District of Alaska

MMIP Coordinators in the U.S. Attorney's Offices worked with Tribes interested in preparing a TCRP for their Tribal community. The Confederated Salish and Kootenai Tribe of Montana created the first-ever plan, followed by Tribes in the other districts that have either completed their own TCRPs or are in the process of doing so. One Tribe credits the TCRP they put in place as playing a role in the safe return of a missing teen from their Tribe.

Information about accessing TCRP guidance will be available on the Department of Justice Tribal Safety and Justice website.

TRAINING

The Task Force partnered with DOJ's National Indian Country Training Initiative (NICTI) to provide training to a large variety of audiences. In July 2010, the Executive Office for United States Attorneys (EOUSA) launched NICTI to ensure department personnel as well as State and Tribal criminal justice and social welfare professionals receive the training and support needed to address the particular challenges relevant to Indian Country investigations and prosecutions.

To address training needs related to MMIP, NICTI developed a multipronged approach utilizing short webinars, multiday webinars, and written products. Because of the global pandemic, all training offered by NICTI since mid-March 2020 has been virtual and provided free of charge to participants.

NICTI widely marketed the trainings to Federal, State, and Tribal audiences. OLJ also provided notice of all training opportunities on the OLJ website and through GovDelivery.

Written Products

The *Department of Justice Journal of Federal Law and Practice (DOJ Journal)* is published six times a year by the Executive Office for United States Attorneys. Each issue focuses on a legal or technical topic of interest to attorneys in the Department of Justice. The January and March 2021 *DOJ Journal* issues were focused on issues related to MMIP. The NICTI Coordinator served as the organizer and primary point of contact for each issue. The *DOJ Journal* is a public-facing document and is available online.

The January 2021 *DOJ Journal* issue was devoted to MMIP issues and was titled, "Missing or Murdered Indigenous Persons: Law Enforcement & Prevention" (justice.gov/usao/page/file/1362691/download). Articles in the issue included the following:

- ▶ Help for Missing American Indian and Alaska Native Children.
- ▶ AMBER Alert in Indian Country.
- ▶ The Tribal Engagement Program (TEP) Builds Bridges for Tribal Partners.
- ▶ The National Crime Information Center (NCIC)—Missing Person File.
- ▶ Missing or Murdered Indigenous People: Culturally Based Prevention Strategies.
- ▶ Jurisdictional Solutions in Indian Country to Support Missing or Murdered Indigenous People Efforts.
- ▶ National Survey Estimates of Violence Against American Indian and Alaska Native People.
- ▶ Addressing the Crisis of Missing or Murdered Indigenous Persons: A Path Forward Utilizing a Structured Cold Case Investigation Protocol.

- ▶ Addressing Sexual Abuse, Assault, and Trafficking as Co-Morbidities in Missing or Murdered Indigenous Populations.
- ▶ Enhancing Law Enforcement Response to Missing Person Cases in Tribal Communities.
- ▶ FBI Resources in Missing Person Cases.
- ▶ Prevention Strategies Related to Missing or Murdered Native Americans.

The March 2021 issue was also devoted to the MMIP issues and was titled, “Missing or Murdered Indigenous Persons: Legal, Prosecution, Advocacy, & Healthcare” (justice.gov/usao/page/file/1383296/download). Articles in this issue included the following:

- ▶ Working Together: Building and Sustaining a Multijurisdictional Response to Missing or Murdered Indigenous Children and Adolescents.
- ▶ Victim Services for Native Families with Missing Loved Ones.
- ▶ Criminal Jurisdiction in Indian Country.
- ▶ Violent Crime in Indian Country and the Federal Response.
- ▶ Living in a Cruel Limbo: A Guide to Investigating Cold Missing Persons Cases.
- ▶ American Indian and Alaska Native Knowledge and Public Health for the Primary Prevention of Missing or Murdered Indigenous Persons.
- ▶ Federal Sex Crimes.
- ▶ Sex Offender Registration in Indian Country: SORNA Implementation and 18 U.S.C. § 2250.
- ▶ Trauma-Informed, Culturally Relevant Psychological Responses in Cases of Missing or Murdered Indigenous Peoples.

Single-Topic Webinars

The following 90-minute webinars on MMIP-related topics were provided by NICTI:

- ▶ Identifying and Responding to Stalking Webinar, December 14, 2020 (329 attendees).
- ▶ Sex Offender Registration and Notification Act (SORNA) in Indian Country, January 19, 2021 (196 attendees).
- ▶ MMIP: Necessity of the Medical Forensic Examination for Survivors, March 1, 2021 (271 attendees).
- ▶ Investigating and Prosecuting the Non-Fatal Strangulation Case, March 29, 2021 (349 attendees).
- ▶ Sex Trafficking and Indian Country, May 13, 2021 (436 attendees).
- ▶ Missing Persons, Ambiguous Loss, Reintegration: How It All Fits Together, June 10, 2021 (280 attendees).
- ▶ Death Investigations, June 22, 2021 (303 attendees).
- ▶ Investigating Unresolved (Cold) Cases Part I, June 24, 2021 (188 attendees).
- ▶ Investigating Unresolved (Cold) Cases Part II, June 29, 2021 (170 attendees).

Webinars will continue to be added to the NICTI schedule as issues and topics are identified by the Federal Government and Tribes as they develop their TCRPs.

Multiday Webinar Trainings

On February 10-11, 2021, NICTI hosted the first multiday training focused on the issues of MMIP. The training was titled, “Strategies for Developing a Coordinated Response to the Issue of Missing or Murdered Indigenous Persons,” and 504 people attended the training. Topics included the following:

- ▶ Missing or Murdered Indigenous Persons Initiatives: A Brief History of Federal Efforts and First Year Accomplishments.
- ▶ Developing A Tribal Community Response Plan for Missing Person Cases.
- ▶ Developing Victim Services for Missing Person Cases.
- ▶ Missing Persons Policy and Procedure.
- ▶ Unidentified Persons.
- ▶ Cold Missing Person Cases.
- ▶ Case Study: Unidentified Victims of The Serial Killer John Wayne Gacy.

A second multiday webinar training, “Symposium: Missing or Murdered American Indians and Alaska Natives,” was held September 14-16, 2021. There were over 1,000 registered attendees that included Tribal leaders, law enforcement and victim specialists, and leaders in health and social services. Topics included:

- ▶ Current data on missing or murdered Indigenous persons.
- ▶ Developing TCRPs for missing person cases.
- ▶ Victim and family services.
- ▶ Youth vulnerabilities.
- ▶ State-based resources.
- ▶ Victim-centered sex trafficking investigations.

The symposium was a joint effort of NICTI, OLJ, the United States Marshals Service, the COPS Office, and the FBI. A symposium highlight was remarks delivered by Deputy Attorney General Lisa O. Monaco (see sidebar). This collaborative event highlighted the Department’s commitment to working with federally recognized Indian Tribes to find solutions to the problem of violent crime in Tribal communities.

NICTI is fully engaged in providing training on MMIP-related issues, including NamUs and guidelines or protocols for responding to cases of missing or murdered Indigenous persons. Even with the constraints of working during a global pandemic, NICTI has developed and delivered comprehensive training on topics that address the multifaceted issue of MMIP. These trainings provided valuable information needed by Federal, State, and Tribal criminal justice and social service personnel working to resolve the issue of MMIP.

“We in the Department of Justice understand and know that for the families and friends of the missing or murdered, life is divided into two halves – before and after the disappearance or murder of your loved one. My colleagues at the Department of Justice and I look forward to working with you to address the high number of missing or murdered Indigenous people. We thank you for the important work that you do in your communities and for your attendance at this symposium. Working together, we can find answers and lasting solutions to the public safety challenges faced by Tribal communities.”

Deputy Attorney General Lisa O. Monaco, “Symposium: Missing or Murdered American Indians and Alaska Natives”

FEDERAL RESOURCES COORDINATION

Using information provided by DOJ, DOI, and HHS on programs and funding opportunities for Tribes related to the underlying issues of missing persons or murder cases in AI/AN communities, OLJ developed the Federal Grants and Funding section of the OLJ Education and Resources page. In addition to listing direct funding opportunities, OLJ met with various Federal law enforcement agencies working in Indian Country to compile information on Federal resources that may be available to law enforcement seeking assistance with MMIP issues. OLJ presented during meetings of the Indian Country Federal Law Enforcement Coordination Group (a group of all Federal law enforcement agencies operating in Indian Country, co-led by the Office of Tribal Justice and the Bureau of Indian Affairs) to share OLJ information and obtain information on each agency's services. Federal law enforcement agency resources were gathered and are included in the Law Enforcement Resources Basket in the Education and Resources page of OLJ at operationladyjustice.usdoj.gov/archives/olj/education-and-resources/law-enforcement/federal-law-enforcement-resources.

DATA

The Data Working Group focused on understanding and compiling information on the various data, information, and data systems commonly used in the areas of missing or murdered AI/AN. A number of projects were undertaken, some of which are still underway. This working group was co-chaired by DOJ and HHS personnel to support the public safety and public health partnership seen throughout OLJ, which is particularly relevant to data use and improvement. Projects and products specific to DOJ and its entities include:

- ▶ A quick reference guide of Federal and nongovernmental databases that house data on missing or murdered Indigenous people.
- ▶ A background paper on framing the issue of reporting and investigating missing persons.
- ▶ 2020 NCIC Missing American Indian and Alaska Native Persons Data Infographic.
- ▶ Five-year analysis of FBI death investigations and DOJ prosecutions.
- ▶ A review of long-term missing persons in NCIC and NamUs as of July 1, 2021.
- ▶ Response to the common misconceptions of MMIP data.

In support of improved information sharing and data collection, the FBI implemented the following:

- ▶ Improvements in the annual National Crime Information Center's (NCIC's) Missing Person and Unidentified Person Statistics Report to provide a more granular breakdown of statistics based on age, sex, and race.
- ▶ A case-opening template for cases associated with the Indian Country Crime program, which will enhance information collection in compliance with Savanna's Act and the Tribal Law and Order Act.

- ▶ Updated information tags for missing persons cases. In information systems, a tag is a keyword or term assigned to a piece of information. This kind of metadata helps describe an item and allows it to be found in an easier fashion when searching.

In support of improved information sharing and data collection, the following were written for the FBI:

- ▶ A white paper regarding Savanna’s Act and information collection and sharing.
- ▶ A white paper regarding Two-Spirit and Gender Variance in Relation to Missing and Murdered Indigenous Persons.
- ▶ Updated victimology worksheet used by the Behavioral Analysis Unit (BAU) for Unresolved (Cold Case) reviews to be more inclusive of AI/AN persons and culturally informed.

Recognizing that data related to Two-Spirit, LGBTQ+ AI/AN community members concerning MMIP is not currently collected, the Data Working Group recommended that the Task Force hold a consultation and listening session on the issue in June 2021. The session was targeted towards AI/AN LGBTQ+ and Two-Spirit communities as well as organizations working with and supporting those communities. A recording of that session can be accessed at operationladyjustice.usdoj.gov/aian-lgbtq-and-two-spirit-communities-listening-session.

The Data Working Group also recommended that the Task Force hold an educational discussion and listening session related to MMIP data. This session was held in August 2021 to share and hear about public health and public safety data about MMIP and discuss how to improve the collection, analysis, use, and communication of this information. A recording can be accessed at operationladyjustice.usdoj.gov/olj-federal-data-discussion-listening-session.

The Federal Data Discussion and Listening Session was so well received that data sessions were included in the OLJ National Symposium and one of the Tribal and State Task Force webinars.

Products and projects specific to HHS and its entities include:

- ▶ “Homicides of American Indians and Alaska Natives – National Violent Death Reporting System, 2003–2018.” Emiko Petrosky, MD; Laura M. Mercer Kollar, PhD; Megan C. Kearns, PhD; Sharon G. Smith, PhD; Carter J. Betz, MS; Katherine A. Fowler, PhD; Delight E. Satter, MPH.
 - This report provides a detailed summary of data from CDC’s National Violent Death Reporting System (NVDRS) on 2,226 homicides of American Indian and Alaska Native (AI/AN) persons that occurred in 34 states and the District of Columbia during 2003–2018.
 - This product was published on November 19, 2021, in the *Morbidity and Mortality Weekly Report* (MMWR) Surveillance Summaries. This is a weekly epidemiological digest for the United States published by the CDC. This product can be found at cdc.gov/mmwr/volumes/70/ss/ss7008a1.htm?s_cid=ss7008a1_w.

- ▶ A set of visual Abstracts were produced in support of the “Homicides of American Indians and Alaska Natives – National Violent Death Reporting System, 2003–2018” report.
- ▶ “Implications for Coding Race and Ethnicity for American Indian and Alaska Native High School Students in a National Survey” (manuscript forthcoming in the *Journal of Health Care for the Poor and Underserved*).
- ▶ Task Force MMIP social media amplifications of OLJ resources, including social media and GovDelivery announcements by CDC and the Administration for Native Americans.
- ▶ An OLJ commentary related to the “Homicides of American Indians and Alaska Natives – National Violent Death Reporting System, 2003–2018” report will be published in the *Journal of the American Medical Association* (publication forthcoming).
- ▶ CDC and National Indian Health Board’s Tribal Convening Sessions of AI/AN Violence Prevention Experts, nihb.org/public_health/violence_prevention_injury_surveillance.php.
- ▶ CDC participation in the National Indian Health Board November 2021 meeting with public health practitioners, service providers, and experts to strengthen the understanding of current practices, programs, policies, and needs for violence prevention in Tribal communities.
- ▶ CDC was able to direct roughly \$15 million (USD) in new dollars toward injury prevention directly and indirectly connected to MMIP.
- ▶ CDC responded to numerous subject-matter expert requests and technical-assistance reviews, including statistics, Tribal judges, Federal and academic partners, advocates, Congress, and the media.
- ▶ The CDC Public Health Primer on MMIP, originally published in the *DOJ Journal of Federal Law and Practice*, received National Institute of Mental Health (NIMH) indexing, which has allowed for the product to be live and searchable. This allows public health and social scientists to find the primer and all publications in the volume to increase its use in literature searches.
- ▶ In celebration of Native American Heritage Month 2021, the Stephen B. Thacker CDC Library partnered with the National Center for Injury Prevention and Control; CDC’s American Indian, Alaska Native, Native Hawaiian Coalition; and Office of Equal Employment Opportunity on several presentations to include a Health Equity and Data Panel sharing information on the “Homicides of American Indians and Alaska Natives – National Violent Death Reporting System, 2003–2018,” report.
- ▶ The CDC Agency for Toxic Substances and Disease Registry (ATSDR) Tribal Advisory Committee (TAC) requested and received a presentation on the work of OLJ and CDC’s MMIP prevention efforts.
- ▶ CDC worked with the National Indian Health Board (NIHB) on MMIP-related efforts, which will continue after OLJ sunsets.

- ▶ CDC, in partnership with the National Association of County and City Health Officials (NACCHO) and the Northwest Portland Area Indian Health Board (NPAIHB), launched the NativeDATA online resource. This free online resource offers practical guidance for Tribes and Native-serving organizations on obtaining and sharing health data.
- ▶ CDC had two summer 2021 public health students mentored in MMIP. This worked towards building a future public health workforce in violence prevention.
- ▶ ACF development of “Missing and Murdered Native Americans (MMNA) — A Public Health Framework for Action” (October 2020), available at acf.hhs.gov/ana/mmna-framework, and continued work across ACF on the implementation strategy.
- ▶ ACF “Missing and Murdered Indigenous Persons Newsletter” (launched 2021). This quarterly newsletter provides colleagues across the government with updates on how the Administration for Children and Families (ACF), ACF grant recipients, and Indigenous communities are addressing Missing and Murdered Indigenous Persons (MMIP). The newsletter also provides updates on OLJ.
- ▶ ANA Domestic Violence Public Service Announcements (PSAs): ANA recorded a series of six PSAs focused on preventing domestic violence and abuse. The PSA topics are:
 - Warning signs and prevention skills.
 - Supporting survivors and responding.
 - Increasing safety of communities.
 - Seeking services (one geared towards youth, one tailored for women, and one developed for men).

The PSAs will direct listeners to multiple resources for survivors and individuals at risk of domestic violence, including the StrongHearts Native Helpline (strongheartshelpline.org), which you can call at 1-844-7NATIVE (844-762-8483); the HHS Domestic Violence Resource Network (acf.hhs.gov/fysb/fv-centers); and the CDC Intimate Partner Violence resources page (cdc.gov/violenceprevention/intimatepartnerviolence).

Data Working Group members from public safety and public health agencies also contributed to the *Department of Justice Journal of Federal Law and Practice* dedicated to the topics of missing or murdered American Indians and Alaska Natives.

- ▶ Missing or Murdered Indigenous People: Law Enforcement & Prevention (January 2021).
- ▶ Missing or Murdered Indigenous Persons: Legal, Prosecution, Advocacy & Healthcare (March 2021).

OLJ and individual members participated in numerous meetings and presentations to share information on OLJ activities, including data analysis, best practices, and information sharing. OLJ Data Working Group members shared activities and accomplishments at the following non-OLJ functions:

- ▶ FBI Criminal Investigative Division program presentation regarding the Indian Country Special Jurisdiction Unit (June 2021).
- ▶ FBI special emphasis presentation for Pride Month regarding Two-Spirit people (June 2021).
- ▶ AI/AN Heritage Month presentation to the U.S. Department of Agriculture’s Animal and Plant Health Inspection Service (USDA APHIS) (November 2021).
- ▶ AI/AN Heritage Month presentation to the FBI (November 2021)
- ▶ Administration for Native Americans (ANA) Podcast on MMIP (November 2021).
- ▶ Chance Rush (Hidatsa and descended Arapaho, Dakota, Oneida, Otoe) Podcast on MMIP featuring OLJ Data Working Group co-chair and senior health scientist at CDC’s Office of Tribal Affairs and Strategic Alliances (OTASA).
- ▶ Interview with CDC’s ANA Deputy Commissioner Hope MacDonald LoneTree (Navajo Nation).

4) Unresolved (Cold) Case Team [Section 4(a)(iii)]

- ▶ Establish a multi-disciplinary, multi-jurisdictional team including representatives from Tribal law enforcement, DOJ, and DOI to review cold cases involving missing and murdered AI/AN.

The “Unresolved (Cold) Case Team” work of the Task Force was done through one Unresolved (Cold) Case Working Group with six separate sections:

- ▶ Team Training.
- ▶ Team Protocols.
- ▶ Forensics.
- ▶ Victim/Family Services.
- ▶ Media/Outreach.
- ▶ Prosecution.

Unresolved Case
Review Team
[Sec. 4(a)(iii)]

Unresolved Case
Group
(BIA-OJS)

The purpose of this Working Group was to assist in the formation of, and support the work of an Unresolved Case Review Team, including background research; development of protocols, procedures, and forms; identification of resources; and serving as a sounding board for the Unresolved Case Review Team.

As reported in the year one Report To The President, DOI established the first of seven offices dedicated to reviewing cold cases involving MMIP. These offices were staffed by 10 newly appointed criminal investigators from BIA OJS. Each team could include other partners, including Tribal law enforcement and DOJ.

The Cold Case Offices were situated in the following locations:

- ▶ Bloomington, MN
- ▶ Rapid City, SD
- ▶ Billings, MT
- ▶ Nashville, TN
- ▶ Albuquerque, NM
- ▶ Phoenix, AZ
- ▶ Anchorage, AK

In early 2021, the Unresolved (Cold) Case Team Working Group regrouped and began a new initiative to create and make operational a cold case review team as envisioned by EO 13898. In addition, after conversations with victim advocates and other professionals in the field, the decision was made to rename the working group the Unresolved Case Team Working Group (UCWG). The UCWG shared information and developed strategies to create the most responsive team possible. The Unresolved Case Review Team was formally established in June 2021.

The core members of the Review Team are federal employees and include personnel from:

- ▶ BIA OJS.
- ▶ BJA/FBI Forensic Initiatives.
- ▶ FBI Behavioral Analysis Unit (BAU-4).
- ▶ FBI Forensics Lab.
- ▶ FBI Victim Services Division.
- ▶ FBI Violent Crime Intelligence Unit.

- ▶ U.S. Attorney’s Office, District of South Dakota.
- ▶ U.S. Attorney’s Office, District of Utah.
- ▶ United States Marshals Service, Missing Child Unit.

When cases are submitted by Tribal, State, or local law enforcement, the core team expands to include representatives from the Tribal law enforcement agency investigating the case and/or the Tribal law enforcement agency of the Tribe(s) with which the homicide victim or missing person is affiliated.

In August 2021, the Review Team participated in its first case intake, thus setting the stage for the process going forward.

UCWG presented numerous training opportunities for all members of OLJ, with a particular focus on providing training within BIA OJS. Because of the limitations imposed by COVID-19, all training was conducted virtually.

- 1/7/2021: ViCAP
- 1/21/2021: FBI CJIS, Relevant Databases and Services
- 2/4/2021: FBI Lab Disciplines and Services
- 2/18/2021: Implementing and Sustaining a Cold Case Investigation Unit
- 3/4/2021: In-Depth Training on NCMEC
- 3/18/2021: In-Depth Training on NamUs
- 4/1/2021: In-Depth Training on Project Cold Case
- 4/29/2021: Washington State Patrol Long Term Project & NCMEC Victim/Family Services
- 5/13/2021: Victim and Family Services in Missing Person Cases
- 6/22/2021: Death Investigations (4 hours)
- 6/24/2021: Unresolved Case Investigations (Pt. I, 4 hours)
- 6/29/2021: Unresolved Case Investigations (Pt. II, 4 hours)

5) Best Practices [Section 4(a)(iv)(A), (B)]

This work has been done through the Best Practices Working Group. The purpose of this Working Group was to draft and publish communication best practices for family communication and to begin facilitating formal agreements and arrangements among law enforcement.

As noted by Tribal leaders, community members, families of victims, and grassroots organizations, working with victims and families in a victim-centered, trauma-informed, and culturally responsive manner is the underpinning of all work in the areas of missing or murdered AI/AN. Best practices were contained within the TCRPs and in the Family Guide for Missing Adults. In addition, Tribal law enforcement and others have discussed with OLJ the work that needs to occur among the various law enforcement agencies that collaborate on cases across jurisdictions.

OLJ efforts around sharing best practices include establishing a JusticeConnect site on FBI CJIS LEEP for training that is law-enforcement sensitive and sharing knowledge and resources regarding the handling of missing or murdered AI/AN cases. Through online forums and blogs, law enforcement officers can communicate with experts, share information and ideas, and receive feedback about criminal investigations. TCRPs and other law-enforcement sensitive information is shared in the OLJ Community of Interest section in LEEP.

Best Practices
[Sec. 4(a)(iv)(A),
(B)]

Best
Practices
Group

Volunteer Engagement for AI/AN Missing Persons Cases

As a special project under the COPS Office's Collaborative Reform Initiative Technical Assistance Center (CRI-TAC), the International Association of Chiefs of Police (IACP) worked with OLJ to develop a training and technical assistance project that will support Tribal police departments in managing volunteers to support missing persons cases. This work will build on IACP's Volunteers in Police Service curriculum and will include a workshop geared toward Tribal leadership and an eight-hour training for Tribal law enforcement and other staff who will develop the program and manage volunteers.

Curriculum development for the two trainings is complete and one pilot has been completed. A second pilot site is being scheduled for late 2021 or early 2022. In addition to the two trainings, pilot sites can receive tailored technical assistance to support the development and implementation of a missing person volunteer program that meets the Tribe's needs. Following completion of the pilots, the final curriculum and technical assistance to implement this best practice program will be available upon request through CRI-TAC.

6) Education and Outreach Campaigns [Section 4(a)(iv)(C), (D)]

- ▶ Address the need for greater clarity concerning roles, authorities, and jurisdiction throughout the lifecycle of cases involving missing or murdered AI/AN by:
 - Developing and executing an education and outreach campaign for communities that are most affected by crime against AI/AN to identify and reduce such crime; and
 - Developing, in partnership with NamUs, a public-awareness campaign to educate rural and urban communities about the needs of affected families and resources that are both needed and available.

Education/
Outreach
[Sec. 4(a)(iv)
(C), (D)]

Education/
Outreach
Campaign Group
(HHS)

This work has been done through one working group, the Education/Outreach Campaign Group, which was divided into several sections:

- ▶ Law Enforcement.
- ▶ Public Awareness.
- ▶ Missing Adults Guide.

The purpose of the Education/Outreach Campaign Group was to plan, develop, and disseminate public information required by the EO.

Law Enforcement

The law enforcement section explored many areas—including pocket guides for law enforcement, education kits for schools, public service announcements, and more—but settled on putting together a violent crime prevention resource component of the overall Education and Outreach section on the OLJ website.

The component provides a single location to find resources on preventing violence and caring for mental health and substance use conditions. Resources cover topics including child abduction, runaway prevention, human trafficking, behavioral health, mental health, suicide prevention, and more. This basket has resources for families, individuals, communities, and service providers.

These resources are available on the OLJ website at operationladyjustice.usdoj.gov/archives/olj/education-and-resources/prevention/introduction.

Public Awareness

Resource Baskets for bringing home missing American Indians and Alaska Natives are designed to help various AI/AN groups, including victims/families, Tribal communities, law enforcement, service providers, and other stakeholders and professionals within the criminal justice field. They provide national resources from

Federal and non-Federal sources on topics including engaging law enforcement; locating information to obtain emotional, financial, and legal assistance and supportive services for survivors and family members; responding to incidents of missing and murdered AI/AN; and prevention resources that can be used and shared at the community level.

These Resource Baskets are posted throughout the Education and Resources page on operationladyjustice.usdoj.gov/education-and-resources.

Missing Adults Guide

The Working Group developed a guidebook for families, *When a Loved One Goes Missing: Resources for Families of Missing American Indian and Alaska Native Adults*. The guide provides critical information for families on:

- ▶ Searching for a loved one.
- ▶ Finding assistance and supportive services.
- ▶ Coping with trauma and grief.
- ▶ Caring for a returned loved one.

The goal of this guidebook was to ensure that Tribal communities within every jurisdiction have a free and accessible guide to help family members and loved ones navigate the criminal justice system in search of a missing adult. Each missing person situation is unique, and there is a need to balance providing actionable content while acknowledging differences in the Tribal, State, and regional response and resource availability. The guide is intended to provide information that could be used by American Indian/Alaska Native families in diverse settings and situations (what steps to take) paired with regional or local resources as available and appropriate (who to contact).

This guide's development was informed by cross-agency and organizational partnerships and a consultative approach with members of Tribal communities, including collaborative discussions with the National Indigenous Women's Resource Center, Alaska Native Justice Center, and National Congress of American Indians. The Task Force utilized OVC contractors to assist with the development of the guide. These contractors provided substantive insight to ensure the guide is trauma informed and culturally appropriate to meet the needs of the AI/AN community. Guide content was also reviewed by external peer reviewers with a specific background working with Tribal communities as well as experience and expertise working directly with victims and their families/caregiver.

The guide will be available on the agency websites of Task Force members and in print. The guide will be publicized through press releases, newsletters, and on social media and will be distributed by partner agencies, including at conferences and agency events.

7) Reports [Section 5(a), (b)]

- ▶ No later than one year after the date of this order, the Task Force shall develop and submit to the President, through the Assistant to the President for Domestic Policy, a written report regarding the activities and accomplishments of the Task Force, the status of projects the Task Force has not yet completed, and specific recommendations for future action of the Task Force.
- ▶ No later than two years after the date of this order, the Task Force shall develop and submit to the President, through the Assistant to the President for Domestic Policy, a final written report regarding the activities and accomplishments of the Task Force.

This work has been done by all Task Force members, with assistance and input from a number of those involved in the day-to-day activities of the Task Force and working groups. The first-year report was published in December 2020 and contained OLJ activities and accomplishments from the first year, the continuing projects and plans for the second year, and several specific recommendations for future action of the Task Force.

This final report includes updates to the information provided in the first report along with the activities and accomplishments of the Task Force over the course of its two-year term.

Federal Register

Vol. 84, No. 231

Monday, December 2, 2019

Presidential Documents

Title 3—

Executive Order 13898 of November 26, 2019

The President

Establishing the Task Force on Missing and Murdered American Indians and Alaska Natives

By the authority vested in me as President by the Constitution and the laws of the United States of America, and in order to enhance the operation of the criminal justice system and address the legitimate concerns of American Indian and Alaska Native communities regarding missing and murdered people—particularly missing and murdered indigenous women and girls—it is hereby ordered as follows:

Section 1. Purpose. My Administration has heard the ongoing and serious concerns of tribal governments regarding missing and murdered members of American Indian and Alaska Native communities, particularly women and girls. To address the severity of those concerns, top officials within the Federal Government will coordinate and engage with the tribal governments.

Sec. 2. Establishment. (a) There is hereby established the Task Force on Missing and Murdered American Indians and Alaska Natives (Task Force), co-chaired by the Attorney General and the Secretary of the Interior (Secretary) or their designees.

(b) The Department of Justice shall provide funding and administrative support as may be necessary for the performance and functions of the Task Force. The Attorney General, in consultation with the Secretary, shall designate an official of the Department of Justice to serve as the Executive Director of the Task Force, responsible for coordinating its day-to-day functions. As necessary and appropriate, the Co-Chairs may afford the other members of the Task Force an opportunity to provide input into the decision of whom to designate as the Executive Director.

Sec. 3. Membership. (a) In addition to the Co-Chairs, the Task Force shall be composed wholly of full-time, or permanent part-time, officers or employees of the Federal Government and shall include the following members:

- (i) the Director of the Federal Bureau of Investigation;
- (ii) the Assistant Secretary for Indian Affairs, Department of the Interior;
- (iii) the Director of the Office on Violence Against Women, Department of Justice;
- (iv) the Director of the Office of Justice Services, Bureau of Indian Affairs, Department of the Interior;
- (v) the Chair of the Native American Issues Subcommittee of the Attorney General's Advisory Committee;
- (vi) the Commissioner of the Administration for Native Americans, Department of Health and Human Services; and
- (vii) such representatives of other executive departments, agencies, and offices as the Co-Chairs may, from time to time, designate.

(b) In performing the functions set forth in sections 4 and 5 of this order, the Co-Chairs and members may designate representatives of their respective departments, agencies, offices, or entities under their direction to participate in the Task Force as necessary, and the Co-Chairs may also direct coordination with other Presidential task forces. In carrying out its functions, the Task Force shall coordinate with appropriate White House officials, including the Senior Counselor to the President, the Assistant

to the President for Domestic Policy, and the Deputy Assistant to the President and Director of Intergovernmental Affairs.

Sec. 4. *Mission and Functions.* (a) The Task Force shall:

(i) conduct appropriate consultations with tribal governments on the scope and nature of the issues regarding missing and murdered American Indians and Alaska Natives;

(ii) develop model protocols and procedures to apply to new and unsolved cases of missing or murdered persons in American Indian and Alaska Native communities, including best practices for:

(A) improving the way law enforcement investigators and prosecutors respond to the high volume of such cases, and to the investigative challenges that might be presented in cases involving female victims;

(B) collecting and sharing data among various jurisdictions and law enforcement agencies; and

(C) better use of existing criminal databases, such as the National Missing and Unidentified Persons System (NamUs), the National Crime Information Center (NCIC), and the Combined DNA Index System (CODIS) including the National DNA Index System (NDIS);

(iii) establish a multi-disciplinary, multi-jurisdictional team including representatives from tribal law enforcement and the Departments of Justice and the Interior to review cold cases involving missing and murdered American Indians and Alaska Natives;

(iv) address the need for greater clarity concerning roles, authorities, and jurisdiction throughout the lifecycle of cases involving missing and murdered American Indians and Alaska Natives by:

(A) developing and publishing best-practices guidance for use by Federal, State, local, and tribal law enforcement in cases involving missing and murdered American Indians and Alaska Natives, to include best practices related to communication with affected families from initiation of an investigation through case resolution or closure;

(B) facilitating formal agreements or arrangements among Federal, State, local, and tribal law enforcement to promote maximally cooperative, trauma-informed responses to cases involving missing and murdered American Indians and Alaska Natives;

(C) developing and executing an education and outreach campaign for communities that are most affected by crime against American Indians and Alaska Natives to identify and reduce such crime; and

(D) developing, in partnership with NamUs, a public-awareness campaign to educate both rural and urban communities about the needs of affected families and resources that are both needed and available.

Sec. 5. *Reporting.* (a) No later than 1 year after the date of this order, the Task Force shall develop and submit to the President, through the Assistant to the President for Domestic Policy, a written report regarding the activities and accomplishments of the Task Force, the status of projects the Task Force has not yet completed, and specific recommendations for future action of the Task Force.

(b) No later than 2 years after the date of this order, the Task Force shall develop and submit to the President, through the Assistant to the President for Domestic Policy, a final written report regarding the activities and accomplishments of the Task Force.

Sec. 6. *Termination.* The Task Force shall terminate 2 years after the date of this order, unless otherwise directed by the President.

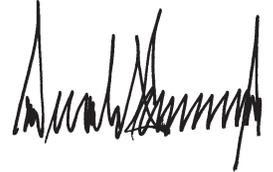
Sec. 7. *General Provisions.* (a) Nothing in this order shall be construed to impair or otherwise affect:

(i) the authority granted by law to an executive department or agency, or the head thereof; or

(ii) the functions of the Director of the Office of Management and Budget relating to budgetary, administrative, or legislative proposals.

(b) This order shall be implemented consistent with applicable law and subject to the availability of appropriations.

(c) This order is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or in equity by any party against the United States, its departments, agencies, or entities, its officers, employees, or agents, or any other person.

A handwritten signature in black ink, appearing to be the signature of Donald Trump, located on the right side of the page.

THE WHITE HOUSE,
November 26, 2019.