

118TH CONGRESS
1ST SESSION

S. 465

To require Federal law enforcement agencies to report on cases of missing or murdered Indians, and for other purposes.

IN THE SENATE OF THE UNITED STATES

FEBRUARY 16, 2023

Ms. CORTEZ MASTO (for herself and Mr. HOEVEN) introduced the following bill; which was read twice and referred to the Committee on Indian Affairs

A BILL

To require Federal law enforcement agencies to report on cases of missing or murdered Indians, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-
2 tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE; TABLE OF CONTENTS.**

4 (a) SHORT TITLE.—This Act may be cited as the
5 “Bridging Agency Data Gaps and Ensuring Safety for
6 Native Communities Act” or the “BADGES for Native
7 Communities Act”.

8 (b) TABLE OF CONTENTS.—The table of contents for
9 this Act is as follows:

Sec. 1. Short title; table of contents.

See. 2. Definitions.

TITLE I—BRIDGING AGENCY DATA GAPS

See. 101. National Missing and Unidentified Persons System Tribal facilitator.
See. 102. Report on Indian country law enforcement personnel resources and need.

TITLE II—ENSURING SAFETY FOR NATIVE COMMUNITIES

Sec. 201. Demonstration program on Bureau of Indian Affairs law enforcement employment background checks.
Sec. 202. Missing and murdered response coordination grant program.
Sec. 203. GAO study on Federal law enforcement agency evidence collection, handling, and processing.
Sec. 204. Bureau of Indian Affairs and Tribal law enforcement officer counseling resources interdepartmental coordination.

1 SEC. 2. DEFINITIONS.

2 In this Act:

3 (1) DEATH INVESTIGATION.—The term “death
4 investigation” has the meaning determined by the
5 Attorney General.

6 (2) DEATH INVESTIGATION OF INTEREST TO
7 INDIAN TRIBES.—The term “death investigation of
8 interest to Indian Tribes” means a case involving—

9 (A) a death investigation into the death of
10 an Indian; or

11 (B) a death investigation of a person found
12 on, in, or adjacent to Indian land or a Village.

13 (3) DIRECTOR.—The term “Director” means
14 the Director of the Office of Justice Services.

15 (4) FEDERAL LAW ENFORCEMENT AGENCY.—
16 The term “Federal law enforcement agency” means
17 the Bureau of Indian Affairs direct-service police,

1 the Federal Bureau of Investigation, and any other
2 Federal law enforcement agency that—

3 (A) has jurisdiction over crimes in Indian
4 country; or

5 (B) investigates missing persons cases of
6 interest to Indian Tribes, death investigations
7 of interest to Indian Tribes, unclaimed remains
8 cases of interest to Indian Tribes, or uniden-
9 tified remains cases of interest to Indian Tribes.

10 (5) INDIAN.—The term “Indian” has the mean-
11 ing given the term in section 4 of the Indian Self-
12 Determination and Education Assistance Act (25
13 U.S.C. 5304).

14 (6) INDIAN COUNTRY.—The term “Indian coun-
15 try” has the meaning given the term in section 1151
16 of title 18, United States Code.

17 (7) INDIAN LAND.—The term “Indian land”
18 has the meaning given the term “Indian lands” in
19 section 3 of the Native American Business Develop-
20 ment, Trade Promotion, and Tourism Act of 2000
21 (25 U.S.C. 4302).

22 (8) INDIAN TRIBE.—The term “Indian Tribe”
23 has the meaning given the term in section 4 of the
24 Indian Self-Determination and Education Assistance
25 Act (25 U.S.C. 5304).

1 (9) MISSING.—The term “missing” has the
2 meaning determined by the Attorney General.

3 (10) MISSING PERSONS CASE OF INTEREST TO
4 INDIAN TRIBES.—The term “missing persons case of
5 interest to Indian Tribes” means a case involving—

6 (A) a missing Indian; or
7 (B) a missing person whose last known lo-
8 cation is believed to be on, in, or adjacent to In-
9 dian land or a Village.

10 (11) NATIONAL CRIME INFORMATION DATA-
11 BASES.—The term “national crime information
12 databases” has the meaning given the term in sec-
13 tion 534(f)(3) of title 28, United States Code.

14 (12) RELEVANT TRIBAL ORGANIZATION.—The
15 term “relevant Tribal organization” means, as appli-
16 cable—

17 (A) a tribal organization or an urban In-
18 dian organization; and

19 (B) a national or regional organization
20 that—

21 (i) represents a substantial Indian
22 constituency; and

23 (ii) has expertise in the fields of—

24 (I) human trafficking of Indians;

(13) SECRETARY.—The term “Secretary” means the Secretary of the Interior.

1 (A) unclaimed Indian remains; or
2 (B) unclaimed remains found on, in, or ad-
3 jacent to Indian land or a Village.

4 (18) UNIDENTIFIED REMAINS CASE OF INTER-
5 EST TO INDIAN TRIBES.—The term “unidentified re-
6 mains case of interest to Indian Tribes” means a
7 case involving—

8 (A) unidentified Indian remains; or
9 (B) unidentified remains found on, in, or
10 adjacent to Indian land or a Village.

11 (19) URBAN INDIAN ORGANIZATION.—The term
12 “urban Indian organization” has the meaning given
13 the term in section 4 of the Indian Health Care Im-
14 provement Act (25 U.S.C. 1603).

15 (20) VILLAGE.—The term “Village” means the
16 Alaska Native Village Statistical Area covering all or
17 any portion of a Native village (as defined in section
18 3 of the Alaska Native Claims Settlement Act (43
19 U.S.C. 1602)), as depicted on the applicable Tribal
20 Statistical Area Program Verification Map of the
21 Bureau of the Census.

1 **TITLE I—BRIDGING AGENCY** 2 **DATA GAPS**

3 **SEC. 101. NATIONAL MISSING AND UNIDENTIFIED PERSONS**

4 **SYSTEM TRIBAL FACILITATOR.**

5 (a) APPOINTMENT.—The Attorney General, acting
6 through the Director of the National Institute of Justice,
7 shall appoint 1 or more Tribal facilitators for the National
8 Missing and Unidentified Persons System.

9 (b) DUTIES.—The duties of a Tribal facilitator ap-
10 pointed under subsection (a) shall include—

11 (1) coordinating the reporting of information
12 relating to missing persons cases of interest to In-
13 dian Tribes, unclaimed remains cases of interest to
14 Indian Tribes, and unidentified remains cases of in-
15 terest to Indian Tribes;

16 (2) consulting and coordinating with Indian
17 Tribes and relevant Tribal organizations to address
18 the reporting, documentation, and tracking of miss-
19 ing persons cases of interest to Indian Tribes, un-
20 claimed remains cases of Interest to Indian Tribes,
21 and unidentified remains cases of interest to Indian
22 Tribes;

23 (3) developing working relationships, and main-
24 taining communication, with Indian Tribes and rel-
25 evant Tribal organizations;

1 (4) providing technical assistance and training
2 to Indian Tribes and relevant Tribal organizations,
3 victim service advocates, medical examiners, coro-
4 ners, and tribal justice officials regarding—

5 (A) the gathering and reporting of infor-
6 mation to the National Missing and Unidenti-
7 fied Persons System; and

8 (B) working with non-Tribal law enforce-
9 ment agencies to ensure missing persons cases
10 of interest to Indian Tribes, unclaimed remains
11 cases of interest to Indian Tribes, and unidentified
12 remains cases of interest to Indian Tribes
13 are reported to the National Missing and Un-
14 identified Persons System;

15 (5) coordinating with the Office of Tribal Jus-
16 tice, the Office of Justice Services, the Executive Of-
17 fice for United States Attorneys, and the National
18 Indian Country Training Initiative, as necessary;
19 and

20 (6) conducting other training, information gath-
21 ering, and outreach activities to improve resolution
22 of missing persons cases of interest to Indian Tribes,
23 unclaimed remains cases of interest to Indian
24 Tribes, and unidentified remains cases of interest to
25 Indian Tribes.

1 (c) REPORTING AND TRANSPARENCY.—

2 (1) ANNUAL REPORTS TO CONGRESS.—During
3 the 3-year-period beginning on the date of enact-
4 ment of this Act, the Attorney General, acting
5 through the Director of the National Institute of
6 Justice, shall submit to the Committees on Indian
7 Affairs, the Judiciary, and Appropriations of the
8 Senate and the Committees on Natural Resources,
9 the Judiciary, and Appropriations of the House of
10 Representatives an annual report—

11 (A) describing the activities and accom-
12 plishments of 1 or more Tribal facilitators
13 appointed under subsection (a) during the 1-
14 year period preceding the date of the report;
15 and

16 (B) summarizing—

17 (i) the number of missing persons
18 cases of interest to Indian Tribes, un-
19 claimed remains cases of interest to Indian
20 Tribes, and unidentified remains cases of
21 interest to Indian Tribes that the Tribal
22 facilitator can identify in the National
23 Missing and Unidentified Persons System;
24 and

1 (ii) the percentage of missing persons
2 cases of interest to Indian Tribes, un-
3 claimed remains cases of interest to Indian
4 Tribes, and unidentified remains cases of
5 interest to Indian Tribes closed during the
6 1-year period preceding the date of the re-
7 port that the Tribal facilitator can identify
8 in the National Missing and Unidentified
9 Persons System.

10 (2) PUBLIC TRANSPARENCY.—Annually, the At-
11 torney General, acting through the Director of the
12 National Institute of Justice, shall publish on a
13 website publicly accessible information—

14 (A) describing the activities and accom-
15 plishments of the 1 or more Tribal facilitators
16 appointed under subsection (a) during the 1-
17 year period preceding the date of the publica-
18 tion; and

19 (B) summarizing—

20 (i) the number of missing persons
21 cases of interest to Indian Tribes, un-
22 claimed remains cases of interest to Indian
23 Tribes, and unidentified remains cases of
24 interest to Indian Tribes that the Tribal
25 facilitator can identify in the National

1 Missing and Unidentified Persons System;
2 and

3 (ii) the percentage of missing persons
4 cases of interest to Indian Tribes, un-
5 claimed remains cases of interest to Indian
6 Tribes, and unidentified remains cases of
7 interest to Indian Tribes closed during the
8 1-year period preceding the date of the re-
9 port that the Tribal facilitator can identify
10 in the National Missing and Unidentified
11 Persons System.

12 **SEC. 102. REPORT ON INDIAN COUNTRY LAW ENFORCE-
13 MENT PERSONNEL RESOURCES AND NEED.**

14 (a) DEPARTMENT OF THE INTERIOR OFFICE OF JUS-
15 TICE SERVICES.—Section 3(c)(16) of the Indian Law En-
16 forcement Reform Act (25 U.S.C. 2802(c)(16)) is amend-
17 ed by striking subparagraph (C) and inserting the fol-
18 lowing:

19 “(C) a list of the unmet—
20 “(i) staffing needs of law enforcement,
21 corrections, and court personnel, including
22 criminal investigators, medical examiners,
23 coroners, forensic technicians, indigent de-
24 fense staff, and prosecution staff, at tribal

1 and Bureau of Indian Affairs justice agen-
2 cies;

3 “(ii) replacement and repair needs of
4 tribal and Bureau of Indian Affairs correc-
5 tions facilities;

6 “(iii) infrastructure and capital needs
7 for tribal police and court facilities, includ-
8 ing evidence storage and processing; and

9 “(iv) public safety and emergency
10 communications and technology needs;
11 and”.

12 (b) DEPARTMENT OF JUSTICE.—

13 (1) DEFINITION OF DEPARTMENT OF JUSTICE
14 LAW ENFORCEMENT AGENCY.—In this subsection,
15 the term “Department of Justice law enforcement
16 agency” means each of—

17 (A) the Federal Bureau of Investigation;
18 (B) the Drug Enforcement Administration;
19 (C) the United States Marshals Service;
20 (D) the Bureau of Alcohol, Tobacco, Fire-
21 arms and Explosives; and

22 (E) the Offices of the United States Attor-
23 neys.

24 (2) ANNUAL REPORT.—Each fiscal year, the
25 Attorney General shall submit to the Committees on

1 Indian Affairs, the Judiciary, and Appropriations of
2 the Senate and the Committees on Natural Re-
3 sources, the Judiciary, and Appropriations of the
4 House of Representatives a report describing for
5 that fiscal year—

6 (A) the number of full-time employees of
7 each Department of Justice law enforcement
8 agency that are assigned to work on criminal
9 investigations and prosecutions in Indian coun-
10 try; and

11 (B) the percentage of time the full-employ-
12 ees spend specifically working in Indian coun-
13 try.

14 (3) GAO STUDY AND REPORT.—

15 (A) STUDY.—

16 (i) IN GENERAL.—Not later than 18
17 months after the date on which the first
18 annual report is submitted under para-
19 graph (2), the Comptroller General of the
20 United States shall conduct a study that
21 examines any identified unmet staffing
22 needs for Department of Justice law en-
23 forcement agencies tasked with work on
24 criminal investigations and prosecutions in
25 Indian country.

(ii) REQUIREMENT.—In conducting the study required under clause (i), the Comptroller General of the United States shall take into account the results of the most recent report, as of the date of enactment of this Act, relating to Indian country investigations and prosecutions prepared by the Attorney General pursuant to section 10(b) of the Indian Law Enforcement Reform Act (25 U.S.C. 2809(b)).

(B) REPORT.—On completion of the study under subparagraph (A), the Comptroller General of the United States shall submit to the Committees on Indian Affairs, the Judiciary, and Appropriations of the Senate and the Committees on Natural Resources, the Judiciary, and Appropriations of the House of Representatives a report that describes the results of the study, including, as appropriate, proposals for methods by which the Department of Justice can better measure the unmet staffing needs for Department of Justice law enforcement agencies tasked with work on criminal investigations and prosecutions in Indian country.

1 **TITLE II—ENSURING SAFETY**
2 **FOR NATIVE COMMUNITIES**

3 **SEC. 201. DEMONSTRATION PROGRAM ON BUREAU OF IN-**
4 **DIAN AFFAIRS LAW ENFORCEMENT EMPLOY-**
5 **MENT BACKGROUND CHECKS.**

6 (a) ESTABLISHMENT OF PROGRAM.—

7 (1) IN GENERAL.—The Secretary shall establish
8 a demonstration program for the purpose of con-
9 ducting or adjudicating, in coordination with the Di-
10 rector of the Bureau of Indian Affairs, personnel
11 background investigations for applicants for law en-
12 forcement positions in the Bureau of Indian Affairs.

13 (2) BACKGROUND INVESTIGATIONS AND SECU-
14 RITY CLEARANCE DETERMINATIONS.—

15 (A) BIA INVESTIGATIONS.—As part of the
16 demonstration program established under para-
17 graph (1), the Secretary may carry out a back-
18 ground investigation, security clearance deter-
19 mination, or both a background investigation
20 and a security clearance determination for an
21 applicant for a law enforcement position in the
22 Bureau of Indian Affairs.

23 (B) USE OF PREVIOUS INVESTIGATIONS
24 AND DETERMINATIONS.—

1 (i) IN GENERAL.—Subject to clause
2 (ii), as part of the demonstration program
3 established under paragraph (1), the Sec-
4 retary, in adjudicating background inves-
5 tigations for applicants for law enforce-
6 ment positions in the Bureau of Indian Af-
7 fairs, shall consider previous background
8 investigations for an applicant, security
9 clearance determinations for an applicant,
10 or both background investigations and se-
11 curity clearance determinations for an ap-
12 plicant, as the case may be, that have been
13 conducted by a State or local government,
14 Indian Tribe, tribal organization, or the
15 Bureau of Indian Affairs, within the 5-year
16 period preceding the application for em-
17 ployment with the Bureau of Indian Af-
18 fairs.

19 (ii) QUALITY.—The Secretary shall
20 only consider previous background inves-
21 tigations and security clearance determina-
22 tions for an applicant that have been con-
23 ducted by a State or local government, In-
24 dian Tribe, or tribal organization if the
25 Secretary can verify that those previous in-

1 (II) shall not initiate a new back-
2 ground investigation process with the
3 National Background Investigations
4 Bureau or other Federal agency un-
5 less that new background investiga-
6 tion process covers a period of time
7 that was not covered by a previous
8 background investigation process.

(b) SUFFICIENCY.—Notwithstanding any other provision of law, a background investigation conducted or adjudicated by the Secretary pursuant to the demonstration program authorized under subsection (a) that results in

1 the granting of a security clearance to an applicant for
2 a law enforcement position in the Bureau of Indian Affairs
3 shall be sufficient to meet the applicable requirements of
4 the Office of Personnel Management or other Federal
5 agency for such investigations.

6 (c) ANNUAL REPORT.—The Secretary shall submit to
7 the Committees on Indian Affairs, the Judiciary, and Ap-
8 propriations of the Senate and the Committees on Natural
9 Resources, the Judiciary, and Appropriations of the House
10 of Representatives an annual report on the demonstration
11 program established under subsection (a)(1), which shall
12 include a description of—

13 (1) the demonstration program and any rel-
14 evant annual changes or updates to the program;

15 (2) the number of background investigations
16 carried out under the program;

17 (3) the costs, including any cost savings, associ-
18 ated with the investigation and adjudication process
19 under the program;

20 (4) the processing times for the investigation
21 and adjudication processes under the program;

22 (5) any Memoranda of Agreement entered into
23 with State or local government, Indian Tribe, or
24 tribal organization; and

1 (6) any other information that the Secretary
2 determines to be relevant.

3 (d) GAO STUDY AND REPORT.—

4 (1) INITIAL REPORT.—Not later than 18
5 months after the date on which the demonstration
6 program established under subsection (a)(1) com-
7 mences, the Comptroller General of the United
8 States shall prepare and submit to Congress an ini-
9 tial report on such demonstration program.

10 (2) FINAL REPORT.—Not later than 18 months
11 after the date on which the demonstration program
12 terminates under subsection (a)(3), the Comptroller
13 General of the United States shall prepare and sub-
14 mit to Congress a final report on such demonstra-
15 tion program.

16 (3) TRIBAL INPUT.—In preparing the reports
17 under this subsection, the Comptroller General of
18 the United States shall obtain input from Indian
19 Tribes regarding the demonstration program under
20 this section.

21 **SEC. 202. MISSING AND MURDERED RESPONSE COORDINA-**
22 **TION GRANT PROGRAM.**

23 (a) ESTABLISHMENT OF GRANT PROGRAM.—The At-
24 torney General shall establish within the Office of Justice
25 Programs a grant program under which the Attorney Gen-

1 eral shall make grants to eligible entities described in sub-
2 section (b) to carry out eligible activities described in sub-
3 section (c).

4 (b) ELIGIBLE ENTITIES.—

5 (1) IN GENERAL.—To be eligible to receive a
6 grant under the grant program established under
7 subsection (a) an entity shall be—

8 (A) an Indian Tribe;

9 (B) a relevant Tribal organization;

10 (C) subject to paragraph (2), a State, in
11 consortium with—

12 (i) 1 or more Indian Tribes; and

13 (ii) relevant Tribal organizations, if
14 any;

15 (D) a consortium of 2 or more Indian
16 Tribes or relevant Tribal organizations; or

17 (E) subject to paragraph (2), a consortium
18 of 2 or more States in consortium with—

19 (i) 1 or more Indian Tribes; and

20 (ii) relevant Tribal organizations, if
21 any.

22 (2) STATE ELIGIBILITY.—To be eligible under
23 subparagraph (C) or (E) of paragraph (1), a State
24 shall demonstrate to the satisfaction of the Attorney
25 General that the State—

1 (A)(i) reports missing persons cases in the
2 State to the national crime information data-
3 bases; or

4 (ii) if not, has a plan to do so using a
5 grant received under the grant program estab-
6 lished under subsection (a); and

7 (B) if data sharing between the State and
8 the Indian Tribes and relevant Tribal organiza-
9 tions with which the State is in consortium is
10 part of the intended use of the grant received
11 under the grant program established under sub-
12 section (a), has entered into a memorandum of
13 understanding with each applicable Indian
14 Tribe and relevant Tribal organization.

15 (c) ELIGIBLE ACTIVITIES.—An eligible entity receiv-
16 ing a grant under the grant program established under
17 subsection (a) may use the grant—

18 (1) to establish a statewide or regional center—

19 (A) to document and track—

20 (i) missing persons cases of interest to
21 Indian Tribes;

22 (ii) sexual assault cases of interest to
23 Indian Tribes; and

24 (iii) death investigations of interest to
25 Indian Tribes; and

1 (B) to input information regarding missing
2 persons cases of interest to Indian Tribes, un-
3 claimed remains cases of interest to Indian
4 Tribes, and unidentified remains cases of inter-
5 est to Indian Tribes into the National Missing
6 and Unidentified Persons System;

7 (2) to establish a State or regional commission
8 to respond to, and to improve coordination between
9 Federal law enforcement agencies, and Tribal, State,
10 and local law enforcement agencies of the investiga-
11 tion of, missing persons cases of interest to Indian
12 Tribes, sexual assault cases of interest to Indian
13 Tribes, and death investigations of interest to Indian
14 Tribes; and

15 (3) to document, develop, and disseminate re-
16 sources for the coordination and improvement of the
17 investigation of missing persons cases of interest to
18 Indian Tribes, sexual assault cases of interest to In-
19 dian Tribes, and death investigations of interest to
20 Indian Tribes, including to develop local or statewide
21 rapid notification or communication systems for
22 alerts and other information relating to those cases.

23 (d) AUTHORIZATION OF APPROPRIATIONS.—There is
24 authorized to be appropriated to carry out the grant pro-

1 gram established under subsection (a) \$1,000,000 for each
2 of fiscal years 2023 through 2027.

3 **SEC. 203. GAO STUDY ON FEDERAL LAW ENFORCEMENT**
4 **AGENCY EVIDENCE COLLECTION, HANDLING,**
5 **AND PROCESSING.**

6 (a) IN GENERAL.—The Comptroller General of the
7 United States shall conduct a study—

8 (1) on the evidence collection, handling, and
9 processing procedures and practices of the Office of
10 Justice Services and the Federal Bureau of Investi-
11 gation in exercising jurisdiction over crimes involv-
12 ing Indians or committed in Indian country;

13 (2) on any barriers to evidence collection, han-
14 dling, and processing by the agencies referred to in
15 paragraph (1);

16 (3) on the views of law enforcement officials at
17 the agencies referred to in paragraph (1) and their
18 counterparts within the Offices of the United States
19 Attorneys concerning any relationship between—

20 (A) the barriers identified under paragraph
21 (2); and

22 (B) United States Attorneys declination
23 rates due to insufficient evidence; and

24 (4) that includes a survey of barriers to evi-
25 dence collection, handling, and processing faced by—

5 (b) REPORT.—Not later than 18 months after the
6 date of enactment of this Act, the Comptroller General
7 of the United States shall submit to Congress a report
8 describing the results of the study conducted under sub-
9 section (a).

10 SEC. 204. BUREAU OF INDIAN AFFAIRS AND TRIBAL LAW
11 ENFORCEMENT OFFICER COUNSELING RE-
12 SOURCES INTERDEPARTMENTAL COORDINA-
13 TION.

14 The Secretary of Health and Human Services and the
15 Attorney General shall coordinate with the Director—

(2) to determine whether law enforcement agencies operated by the Bureau of Indian Affairs and Indian Tribes are eligible to receive services under—

- 1 (A) the Law Enforcement Assistance Pro-
2 gram of Federal Occupational Health of the
3 Department of Health and Human Services; or
4 (B) any other law enforcement assistance
5 program targeted to meet the needs of law en-
6 forcement officers working for law enforcement
7 agencies operated by the Federal Government
8 or an Indian Tribe.

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