



Arizona Field Study of Missing & Murdered Indigenous Women & Girls

October 2020



LeCroy & Milligan
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About LeCroy & Milligan Associates, Inc.:

Founded in 1991, LeCroy & Milligan Associates, Inc. is a consulting firm specializing in social services and education program evaluation and training that is comprehensive, research-driven and useful. Our goal is to provide effective program evaluation and training that enables stakeholders to document outcomes, provide accountability, and engage in continuous program improvement. With central offices located in Tucson, Arizona, LMA has worked at the local, state and national level with a broad spectrum of social services, criminal justice, education and behavioral health programs.

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Notice: Given the nature of this study, this report contains graphic content and sensitive descriptions which may not be suitable for all audiences.



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Executive Summary

I hope this study is able to do something because every day a child or loved one is missing...

They need to think, what if it was my daughter, or sister, or mother.

Maybe this will change their perspective.

- Mother of Survivor

Violence faced by Indigenous women and girls is a nationwide concern. According to a 2016 study, 4 in 5 American Indian and Alaska Native women have experienced violence in their lifetimes.¹ This is just one piece of a complex narrative that combines historical trauma, sex trafficking, jurisdictional dynamics, law enforcement policies and practices, and data limitations with the tragic result of a largely unquantifiable number of Indigenous women and girls disappearing or losing their lives.

Although a long-standing issue, this problem has gained increased attention because of newly passed federal legislation known as Savanna's Act. The goal of the Act is to improve law enforcement policies and practices to track, solve and prevent crimes involving Native Americans. In Arizona specifically, during the First Regular Session of the 54th Legislature, House Bill 2570 passed both legislative chambers and was signed into law on May 14, 2019. The legislation created the Missing and Murdered Indigenous Women and Girls Study Committee (MMIWG). The study committee consists of 23 members; eight are House and Senate members. The Committee's charge is to conduct a comprehensive study to determine how to reduce and end violence against Indigenous women and girls in this state.

LeCroy & Milligan Associates, Inc. (LMA), a research and evaluation firm located in Tucson, Arizona, was contracted by the Arizona Attorney General's office on February 29, 2020, to conduct a field study to inform the efforts of the Arizona House Bill 2570 Missing and Murdered Indigenous Women and Girls (MMIWG) Legislative Study Committee. The field study was designed to hear from survivors, families and law enforcement representatives on this topic and consisted of two components:

- A law enforcement study with all law enforcement agencies in the Arizona including State, County, City, Tribal and University agencies.
- A Tribal study with survivors and families of all 22 land-based Tribes in Arizona that were willing to share their stories about their experiences with MMIWG for those Tribal communities that had an executed MOU for the study.

The evaluation team had a limited data collection window, largely attributable to COVID-19, which reduced the number of individuals who were able to participate. In spite of these

¹ Rosay, André B., "Violence against American Indian and Alaska Native Women and Men," *NIJ Journal* 277 (2016): 38-45.



challenges, **41 management officials at 33 law enforcement agencies** were interviewed across Arizona and **40 field staff officers** completed an online survey regarding their experiences with MMIWG cases. **Eight out of the 22 Tribes** that were contacted signed a Memorandum of Understanding (MOU) to allow the evaluation team to interview their Tribal members. **Eight survivors and 30 family members** were able to be interviewed. Other MOUs were in progress and interviews pending at the time the data collection window closed.

This report tells the story of these experiences from multiple perspectives, that of survivors, families and law enforcement who work on these cases. Overall, the story presented in this report is of loss, heartbreak, and frustration, as well as hardworking people typically trying their best to solve these crimes within the systems that exist and their roles.

The whole MMIWG issue is complex and multi-faceted, making solutions that much harder. For example, confusion and complexity around law enforcement jurisdiction takes time, reporting methods and timelines vary, law enforcement training is sometimes limited, and data collected on Tribal affiliation is often lacking. These systemic barriers may contribute to inefficiencies and gaps in successfully identifying/finding potential victims, supporting those involved, and ultimately finding the perpetrators of these crimes. This field study can only point to these types of challenges, but not quantify the exact number of MMIWG cases each year that go unresolved.

Simultaneously, one must consider how culture, biases (conscious or subconscious) and other factors exist and may further exacerbate these already complex systemic issues. And one could make a case that the systemic issues are at least partly present *because* of these underlying root issues related to treatment of Native Americans historically in this country. Historical trauma and continuing inequalities and discrimination are clearly real for many of the Tribal participants that were interviewed in this study.

Historical trauma - effect of government on the Native community, has eroded that trust overall. Still waters run deep. While culture has been changing, there may still be some people that have the thought that still could go sideways...may take generations to build trust. Some view law enforcement as inept. It is incumbent on us to ensure we provide the best service that we can...speak up to get additional resources to resolve those issues.

When we do not, people lose faith.

- State Law Enforcement Manager

Encouragingly, most of the participants in this study expressed interest and hope in seeing the issue of MMIWG improve. Tribes, while expressing an understandable amount of hesitancy at a study of this nature, ultimately worked hard to push through Tribal support of interviewing their Tribal members so their voices could be heard.



There is not a person involved in this study that does not wish more Tribes and Tribal members had time to be engaged and share their voices on this subject. Law enforcement provided a critical piece of this narrative—some of the reasons behind why victims and families have the experiences that they do in the process and how things could be improved in responding to missing and murdered women and girls. In summary, one can only hope that the findings here provide an initial, be it limited, picture of this issue in Arizona and what perhaps could be done to solve or ameliorate it. Overall, the following are areas that this field study suggests could be considered:

Key Field Study Recommendations

Provide additional law enforcement training specific to MMIWG

Implement law enforcement protocol, policy and system changes that support timely & consistent reporting

Continue to improve and enhance services provided by Victim Advocates

Ensure adequate tribal and law enforcement resources are in place for training, technology and awareness efforts related to MMIWG

Enhance communication and multiagency/ multidisciplinary approaches to MMIWG cases

Continue to collect additional data and information on this issue to further decision-making.

Continue to hear from Tribal members to ensure their perspective and voice is heard as solutions for this issue are proposed.

I get angry, nothing was done, we had no justice. My kids will never see their mom, they will never know who killed their mother. How can we heal not knowing?

I cry for my children that they don't have a mother.

- Family Member

It feels like everyone wants to solve these types of cases.

- Tribal Law Enforcement Manager



Introduction

Before exploring the specific data collected for this field study, this Introduction section provides relevant background information in the following areas: key definitions, a brief look at the national context of this work, and information on Arizona Tribal communities. An overview of the work happening specifically in Arizona is also referenced. This section should only serve as a brief summary of these extensive areas in order to frame the context for the data that follows and should not be considered a comprehensive review of all literature or initiatives in this area.

Key Definitions

In this report, the term Missing and Murdered Indigenous Women and Girls (MMIWG) is defined as:

- 1) **Indigenous** - Refers to any individual that is affiliated or enrolled with any Tribe. Enrollment and affiliation criteria may vary from Tribe to Tribe. Native American and Tribal are also used to reference Indigenous peoples throughout the report.
- 2) **Women and Girls** - Refers to any Indigenous person that is biologically female or any Indigenous person that identifies as female.
- 3) **Missing** – Refers to one whose whereabouts are not currently known and the circumstances indicate that the individual may be at risk of injury or death. Some reasons a person is presumed to be missing could be:
 1. The person is missing as a result of a stranger abduction;
 2. The person is missing under suspicious circumstances;
 3. The person does not have a pattern of running away or disappearing;
 4. The person may have been abducted by a non-custodial parent;
 5. The person is mentally impaired;
 6. The person is under 21 years of age;
 7. The person has been the subject of past threats or acts of violence; and/or
 8. Any other factor that, in the judgment of a law enforcement or a victim advocacy agency, may lead the agency to determine that the person is at risk
- 4) **Murder** – Refers to one that has lost their life from willful (non-negligent) violence caused by another person

Violence against American Indian and Alaska Native Women

Violence against Indigenous women and girls is concerning nationwide. Although a long-standing issue, this problem has gained increased attention because of newly passed legislation known as Savanna's Act. The goal of the Act is to improve law enforcement policies and practices



to track, solve and prevent crimes involving Native Americans. As Alfred Urbina (2020) reminds us, the first responsibility of any government is the safety and protection of its people.²

According to Rosay (2016), four in five American Indian and Alaska Native women (84.3%) have experienced violence in their lifetime. This includes 56.1% who have experienced sexual violence, 55.5% who have experienced physical violence by an intimate partner, 48.8% who have experienced stalking, and 66.4% who have experienced psychological aggression by an intimate partner. Overall, more than 1.5 million American Indian and Alaska Native women have experienced violence in their lifetime, and more than one in three experienced violence in the past year. When rates are compared with non-Hispanic, White women data shows that American Indian and Alaska Native women are 1.2 times more likely to have experienced violence in their lifetime and are 1.7 times more likely to have experienced violence in the past year.³

According to The Department of Justice, sex trafficking is also a growing concern among Native Americans. The Violence Against Women Reauthorization Act was amended to include sex trafficking as an area of focus:

“Tribal organizations, leaders, and the federal government have identified the importance of addressing human trafficking, including sex trafficking, and prioritizing measures such as providing culturally appropriate victim services, helping Tribes enact trafficking codes, and training law enforcement and other professionals on identifying and responding appropriately to victims. Tribal leaders also have identified a connection between missing and murdered Native women and trafficking and have recommended the use of public alerts and awareness campaigns to help victims find safety and resources.”⁴

A major concern is the overrepresentation of Native American women in prostitution. Further, many Native American women are exposed to risk factors for trafficking such as sexual victimization, unemployment, poverty, and homelessness.⁵

On August 29, 2014, the United Nations Committee on the Elimination of Racial Discrimination released its Concluding Observations.⁶ The report sites more than 20 areas of discriminatory laws, practices, and policies in the United States, including violence against women. The Concluding Observations called on the U.S. “to intensify its efforts to prevent and combat

² Alfred Urbina, “Criminal jurisdiction in Arizona Indian country & barriers to protecting missing & murdered Indigenous women and girls”, 2020.

³ Rosay, André B., “Violence against American Indian and Alaska Native Women and Men,” *NIJ Journal* 277 (2016): 38-45.

⁴ Department of Justice, Human trafficking (including sex trafficking) of America Indians and Alaska Natives, September, 2017

⁵ Damaske, S., Bratter, J. L., & Frech, A. (2017). Single mother families and employment, race, and poverty in changing economic times. *Social science research*, 62, 120-133.

⁶ Report of the Committee on the Elimination of Racial Discrimination, 85th session (11-29 August 2014), 86th session (27 April-15 May 2015)



violence against women, particularly against American Indian and Alaska Native women, and ensure that all cases of violence against women are effectively investigated, perpetrators prosecuted and sanctioned, and victims provided with appropriate sanctions.” The Committee reiterated its call for the United States “to take effective measures to guarantee, in law and practice, the right to access justice and effective remedies for all Indigenous women who are victims of violence.”

These research articles point to the importance of the work happening nationwide in this area, and the work specifically of the Arizona House Bill 2570 Study Committee.

In addition, Operation Lady Justice, also known as the Presidential Task Force on Missing and Murdered American Indians and Alaska Natives was a task force established by presidential executive order in November 2019, is charged with addressing the issue of thousands of missing and murdered Indigenous people, particularly women and girls, whose cases have fallen into gaps created by jurisdictional issues.

Tribal Communities in Arizona

American Indian and Alaska Native people comprise 5.3% of the population of Arizona.⁷ Within the American Indian population, there are 22 unique land-based Tribes each with their own history, culture, and language. Arizona has one of the largest percentages of Native Americans in the United States. The Inter-Tribal Council of Arizona includes 21 Tribal Nations and functions to provide member Tribes a united voice.

Most Arizona Tribes function as their own independent Nations with their own governments, schools, law enforcement agencies, etc. In discussing Tribal sovereignty and Tribal self-rule, Kalt and Singer (2004) note, “After centuries of turmoil, oppression, attempted subjugation, and economic deprivation, the Indian nations have asserted their rights and identities, have built and rebuilt political systems in order to implement self-rule, and have begun to overcome what once seemed to be insurmountable problems of poverty and social disarray.”⁸ Nonetheless, Native Americans living on Reservations continue to face high unemployment and poverty. Data from 2015 found that 22.7% of Native American women in the United States lived in poverty.⁹

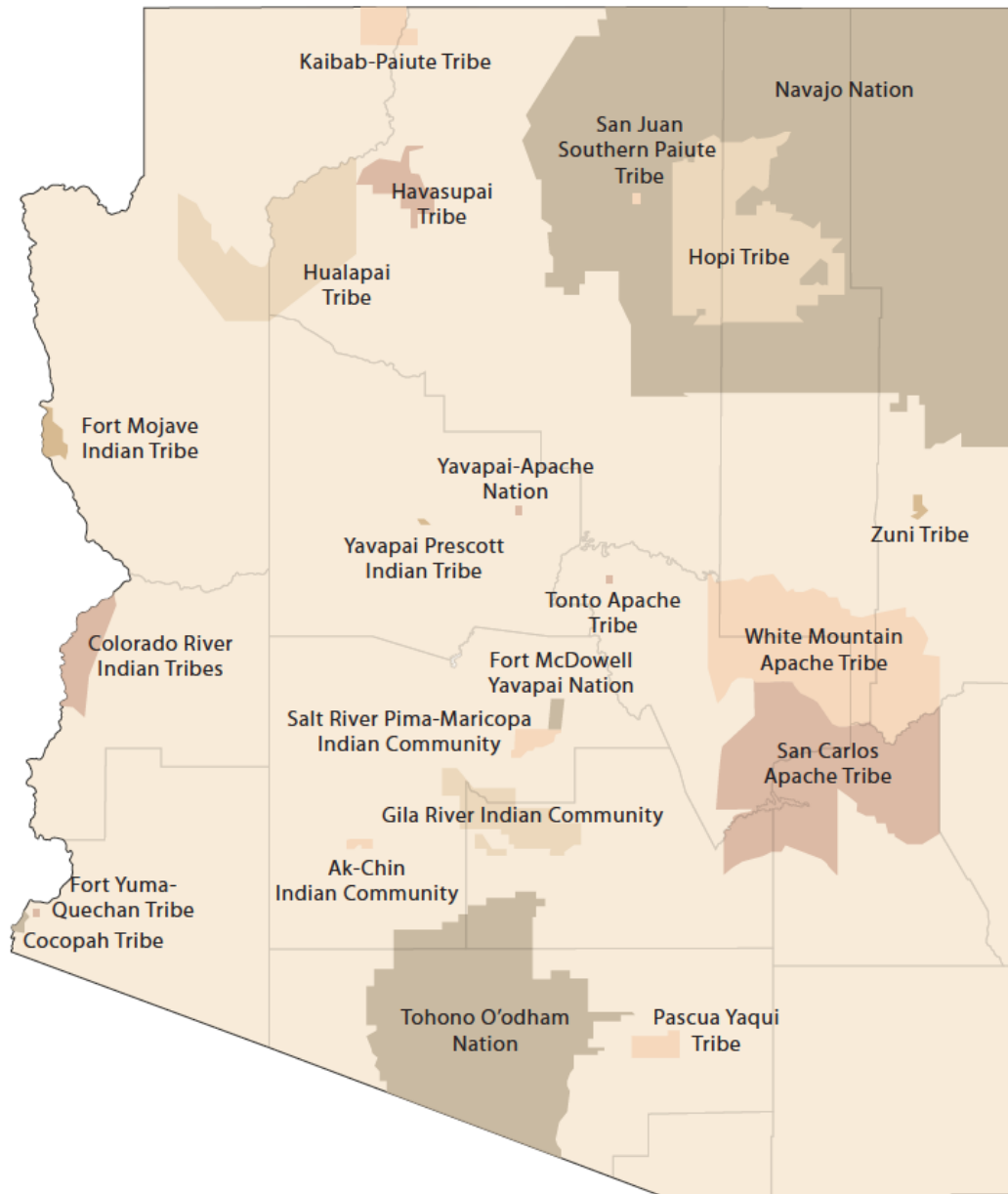
⁷ See <https://www.census.gov/quickfacts/AZ>

⁸ Kalt, J. P., & Singer, J. W., “Myths and realities of Tribal sovereignty: The law and economics of Indian self-rule”, Naïve Issues Research Symposium, Harvard University, 2004.

⁹ J. Tucker & C. Lowell, “National snapshot: Poverty among women and families, 2015.



Exhibit 1: Map of all Federally Recognized Tribal Nations in Arizona



<https://www.azindiagaming.org/member-Tribes/Tribal-land-casinos/>

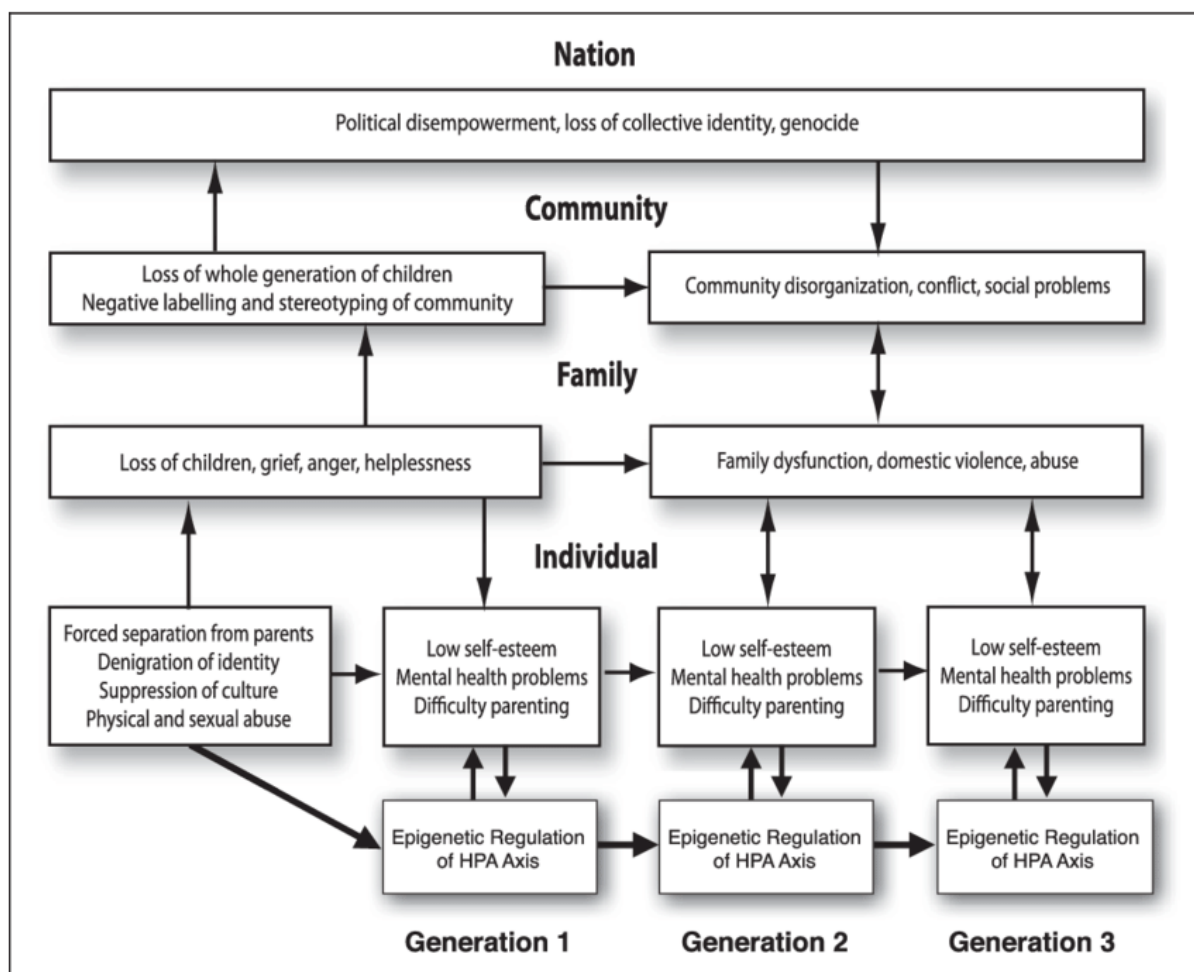
Historical Trauma

Historical trauma has become increasingly recognized as a way to understand the impact of colonization and oppression of Indigenous people. Some authors also discuss the concept of “structural violence” which emphasizes the increased incidence of suffering within current conditions that plays a role in the distress Native American people experience. The historical trauma experienced through suppression of Native American cultures and identities has led to



suffering as well as the structural violence that has disrupted patterns of subsistence, undermined of community autonomy, expropriation of lands, and promoted economic inequalities.¹⁰

The notion of historical trauma also promotes a deeper understanding of transgenerational effects. The understanding is that trauma endured over time within communities impacts future problems for descendants. Intergenerational transmission may occur at different ecological levels as shown below (figure from Kirmayer, et al.):



When discussing historical trauma Urbina (2020) reviews Arizona’s Tribal jurisdiction as a critical point in understanding the current crisis of Missing and Murdered Indigenous Women and Girls, noting “historic displacement, widespread injustices, and the dispossession of land, territories, and resources are key. Colonial flashpoints and genocidal policies disrupted traditional Tribal cultural lifeways, health, safety, food cultivation, subsistence activities, and

¹⁰ L. J. Kirmayer, J. P. Gone, & J. Moses, “Rethinking historical trauma.” *Transcultural Psychiatry*, 51, 299-319.



free seasonal movement for hunting, gathering, and sustainability practices.”¹¹ Historical trauma and injustices of Native American people provide a backdrop to current understanding of the violence against Native American women.

Jurisdictional “Maze”

In 1976, Robert Clinton coined the term “jurisdictional maze,” Alfred Urbina describes a “perfect storm of injustice,” and Amnesty International has written a 100-page report entitled, *Maze of Injustice: The failure to protect Indigenous women from sexual violence in the USA*. All of these authors are underscoring a multi-jurisdictional problem that has impacted the injustice faced today by some crime victims, families and Native American communities.

This issue is confusion over jurisdictional rules that leads to a lack of judicial efficiency, predictability and accessibility. For example, when a crime is committed by a non-Native person against another non-Native person on a Reservation, it typically falls under state jurisdiction. However, consider a crime committed by a non-Native person against a Native person, that is typically federal, and crimes committed by Native people against any victim typically fall under the jurisdiction of the Tribe. This can even vary based on the type and severity of the crime. The Major Crimes Act¹², passed by the United States Congress in 1885 as the final section of the Indian Appropriations Act, places certain crimes under federal jurisdiction if they are committed by a Native American in Native territory. Currently this list of crimes includes:

- Murder
- Manslaughter
- Kidnapping
- Maiming
- A felony under chapter 109A (i.e. sexual abuse)
- Incest
- A felony assault under section 113 (e.g. assault with intent to commit murder or assault with a dangerous weapon)
- An assault against an individual who has not attained the age of 16 years
- Felony child abuse or neglect
- Arson
- Burglary
- Robbery
- A felony under section 661 of this title (i.e. larceny)

¹¹ Alfred Urbina, “Criminal jurisdiction in Arizona Indian country & barriers to protecting missing & murdered Indigenous women and girls”, 2020.

¹² See <https://www.justice.gov/archives/jm/criminal-resource-manual-679-major-crimes-act-18-usc-1163>



Legal experts suggest two opposing views on this issue:¹³ If the federal government is responsible, then the solution is to increase funding to Tribal governments, focus on prosecutions, and commit to reducing crime on Native American Reservations. An alternative solution is to return jurisdiction to the Tribes and allow Tribal governments to prosecute all people who commit crimes on the Reservation. These two views simply point out the true complexity of solving the jurisdictional maze.

The significance of the jurisdictional maze for women in Arizona is described by Urbina (2020):¹⁴

“A three-pronged “jurisdictional maze” made up of federal, Tribal, and State governments lacking proper coordination, communication, and accountability is the primary reason for victims being neglected, criminals escaping punishment, and for the human rights crisis of Missing and Murdered Indigenous Women and Girls (MMIWG) in Arizona. As a result of a series of federal statutes and court decisions, Tribes lack the territorial jurisdiction states possess. Instead, criminal jurisdiction in Indian country is divided between three jurisdictions. This fractured authority creates a great deal of confusion and requires extensive coordination between police departments, prosecutors’ offices, court systems, probation/parole offices, and victim service providers.”

Urbina (2020) goes on to suggest three potential obstacles to effective enforcement of criminal laws:

- 1) Inability of Tribal governments to prosecute non-Indians who violate the law in Indian country;
- (2) Sentencing limitations imposed by the Indian Civil Rights Act; and
- (3) Funding available to support Tribal government justice systems.

Law enforcement faces numerous challenges in investigating these crimes based on these issues. The jurisdictional issues are sobering when one considers the degree of sexual violence experienced by Native American women. It is estimated that 34.1% of American Indian and Alaska Native women will be raped during their lifetime. As noted above, survivors of sexual violence must navigate a maze of Tribal, state and federal law. The practical impact—perpetrators can evade justice, an inadequate investigation takes place, and, in some cases, violence is inadvertently encouraged.¹⁵

¹³ See, E. Medoza, “Jurisdictional transparency and Native American Women, *California Law Review*, May, 2020.

¹⁴ See footnote 7 above.

¹⁵ Maze of Injustice: The failure to protect Indigenous women from sexual violence in the USA. Amnesty International USA (2007). [amnestyusa.org](https://www.amnestyusa.org)



Border Issues

Not surprisingly, border issues compound these problems. Arizona Tribes address border issues on a routine basis and with limited resources. As border security has become a priority, Tribes have been negatively impacted as border crossing encroaches on Tribal land.¹⁶ Urbina sums the situation up concisely: “State courts, court practitioners, federal officials, and other stakeholders, may not fully appreciate or be sensitive to Tribal family culture or Tribal court practices, basic Indian country jurisdiction, and how those matters interplay at the federal, state, and international level. Federal investigative and court resources have been overwhelmed with humanitarian, refugee, and transnational criminal crossings of the Southern Border.”¹⁷ Communication between borders is challenging, and there are language issues and jurisdiction issues. These must also be considered when looking at potential solutions to this overall issue.

Tracking and Collecting Accurate Data

The need for better data collection and tracking of missing and murdered women is well established. In a statement to Congress, Charles Addington with the Department of the Interior, Office of Justice Services, noted the department is focused on strengthening crime data reporting and acknowledged that there are “significant gaps in data that exacerbate the MMIW crisis.”¹⁸

Bringing significant attention to the issue of data tracking is the report, *Missing and Murdered Indigenous Women and Girls: A snapshot of data from 71 urban cities in the United States*. This study examined 506 cases of missing or murdered urban Indian women and girls across 71 cities. As the report points out, the National Crime Information Center included 5,721 reports of missing American Indian and Alaska Native women and girls but NamUs, the United States Department of Justice’s missing persons database, included only 116 cases. The report documents the inadequacies of accurate data collection. The study requested data from 71 police departments and 59 percent did not provide data or provided only partial data.

Arizona Tribes are increasingly accessing criminal justice data through the Department of Justice’s Tribal Access Program (TAP). The goal of the TAP system is to promote the exchange of information across Criminal Justice Information Services systems. The following Tribes in Arizona now have access to National Criminal Information systems through the DOJ TAP program: Pascua Yaqui, Tohono O’odham Nation, Hopi Tribe, Ft. McDowell, Gila River Indian

¹⁶ See <https://www.hcn.org/issues/50.5/tribal-affairs-how-the-u-s-mexico-border-has-split-the-tohono-oodham>

¹⁷ Alfred Urbina, “Criminal jurisdiction in Arizona Indian country & barriers to protecting missing & murdered Indigenous women and girls”, 2020.

¹⁸ C. Addington, MMIW crisis: Reviewing the Trump administration’s approach to missing and murdered Indigenous women (MMIW) crisis, September 11, 2019.



Community, Salt River Pima Maricopa Indian Community, White Mountain Apache, Colorado River Indian Tribes, Yavapai Apache Nation, and the Navajo Nation.¹⁹

To further address the challenges in collecting data regarding missing and murdered American Indian and Alaska Native people, the Department of the Interior's Bureau of Indian Affairs (BIA) and the Department of Justice (DOJ) partnered together to capture Tribal data through new data fields in NamUs.

The U.S. Department of Justice and the Bureau of Indian Affairs is also in the process of opening its "cold case" office in the Gila River Indian Community, aimed at addressing the issues of missing and murdered Indigenous people. The office is another step in implementing Operation Lady Justice.

Other recent federal efforts are designed to improve the process of collecting this needed data.²⁰ There are an array of federal databases that each have their unique focus and purpose. Some of the most relevant databases are described below²¹:

- CODIS(mp) (Combined DNA Index System for Missing Persons): Also known as the National Missing Person DNA Database (NMPDD), CODIS(mp) is a database specifically designed to assemble data on missing persons and unidentified human remains cases. It was created in 2000 by the FBI using existing portions of the CODIS database. The searchable database includes information on nuclear and mitochondrial DNA obtained from unidentified remains, relatives of missing persons, and personal reference samples. Having both types of DNA profiles maximizes the potential for a successful identification.

- IAFIS (Integrated Automated Fingerprint Identification System): Maintained by the FBI's Criminal Justice Information Services Division, this national fingerprint and criminal history database provides automated fingerprint search capabilities, latent search capability, electronic image storage, and electronic exchange of fingerprints and responses. Agencies may submit fingerprints electronically and receive quick turnaround on analyses.

- NCIC (National Crime Information Center): An information system maintained by the FBI and dedicated to serving and supporting Federal, State, and local criminal justice agencies.

- ViCAP (Violent Criminal Apprehension Program): This nationwide data center is designed to collect, collate, and analyze information on crimes of violence, such as homicides, sexual assaults, kidnappings, and missing person cases.

¹⁹ Alfred Urbina, "Criminal jurisdiction in Arizona Indian country & barriers to protecting missing & murdered Indigenous women and girls", 2020.

²⁰ <https://www.justice.gov/Tribal/national-crime-information-systems>

²¹ List is from: N. Ritter, Missing persons and unidentified remains: The Nation's silent mass disaster. National Institute of Justice Journal, issue 256, 2007.



Indigenous Classification

When tracking and collecting data on Native American people, questions about the definition of who is included becomes relevant. Different entities have different approaches to the classification, and this leads to lack of clarity. Within the federal government the definition is as follows: “As a general principle, an Indian is a person who is of some degree Indian blood and is recognized as an Indian by a Tribe and/or the United States. No single federal or Tribal criterion establishes a person's identity as an Indian. Government agencies use differing criteria to determine eligibility for programs and services. Tribes also have varying eligibility criteria for membership.”²²

MMIWG Study Overview

During the First Regular Session, of the 54th Legislature, House Bill 2570 passed both legislative chambers and was signed into law on May 14, 2019. The legislation created the Missing and Murdered Indigenous Women and Girls Study Committee (MMIWG). The Study Committee consists of 23 members; eight are House and Senate members. The Study Committee's charge is to conduct a comprehensive study to determine how to reduce and end violence against Indigenous women and girls in this state.

LeCroy & Milligan Associates, Inc. (LMA), a research and evaluation firm located in Tucson, Arizona was contracted by the Arizona Attorney General's office on February 29, 2020, to conduct a field study collecting primary data to inform the efforts of the HB2570 Missing and Murdered Indigenous Women and Girls (MMIWG) Legislative Study Committee. The field study consisted of two components, a law enforcement study with all law enforcement agencies in the State, and a Tribal study with survivors and families that were willing to share their stories about their experiences with MMIWG.

Tribal MMIWG Field Study

The aim of the Tribal study was to interview families and survivors of MMIWG at each of the 22 land-based Tribal Nations in Arizona to hear the stories of how they or their loved ones went missing and/or murdered, to learn what their experiences were with law enforcement agencies, victim services and supports, and to identify potential areas for intervention and policy change based on trends or patterns noticed across these stories.

Law Enforcement MMIWG Field Study

The aim of the law enforcement field study was to conduct telephone interviews with law enforcement management (e.g. Police Chiefs, Captains, etc.) at all law enforcement agencies in

²² United States Department of Justice, About Native Americans, <https://www.justice.gov/otj/about-native-americans>



Arizona to learn about their policies and practices related to cases concerning MMIWG. These included State, County, City, University and Tribal law enforcement agencies. In addition to the telephone interviews, a digital survey for field law enforcement officers was also shared with law enforcement agencies to gain information about these issues from the field perspective. The goal was to identify potential areas for intervention and policy change that could help to end the epidemic of MMIWG in Arizona.

Institutional Review Board

Institutional Review Boards serve an important role in the protection of the rights and welfare of human research subjects. The purpose of IRB review is to assure, both in advance and by periodic review, that appropriate steps are taken to protect the rights and welfare of humans participating as subjects in the research study proposed. For both field studies, Institutional Review Board (IRB) applications were submitted to Argus IRB in Tucson and were approved. All members of the evaluation team also completed the CITI Human Research Subjects Certification training. This training provides foundational learning and education in human subjects research and includes the historical development of human subject protections, ethical issues, and current regulatory and guidance information.

Memorandum of Understanding with Tribes

In order to honor the sovereignty of Tribal governments, a Memorandum of Understanding (MOU) was pursued with each Tribe in Arizona to request permission to interview their Tribal members for the purposes of this study. When the MOU was requested, all study materials, including the approved IRB applications, were submitted to each Tribal Council Leader and/or Council Representative for review. As part of the approval process, the LMA evaluation team presented (virtually) to a number of Tribal Councils to explain the importance of the study, and how their Tribal members would be protected. The MOU template itself was designed and revised with support from Study Committee members before submission to Tribal Councils.

Collaboration with Study Committee Members

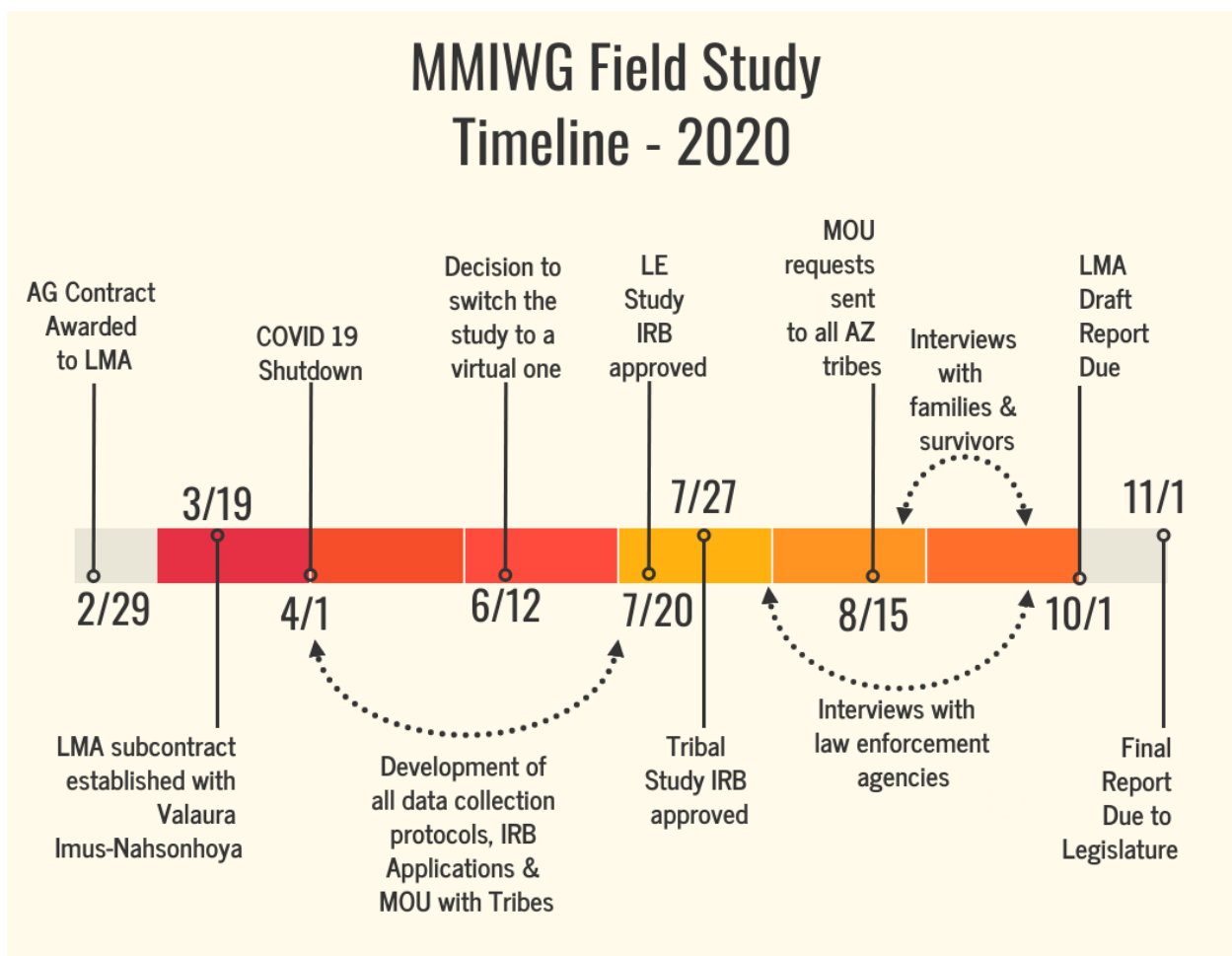
Although the LMA evaluation team was an outside contractor and not part of the Study Committee, collaboration between LMA and Study Committee Members happened in various ways. The LMA evaluation team met bi-weekly with Representative Jennifer Jermaine and key Study Committee members to report on progress, develop data collection tools, discuss best approaches to garner the most participation in data collection activities, and to assist with any challenges that arose. The LMA evaluation team presented once on their progress to the Data Collection Subcommittee and once to the entire Study Committee as well. They also continued to keep the Attorney General's Office apprised of progress on the study.



Timeline of Study

As Exhibit 2 demonstrates below, the timeline to conduct all research for this field study was affected adversely by the late establishment of the original contract, and the interference due to COVID-19. As previously mentioned, the contract for this study was established February 29, 2020, six months after the Study Committee was established, and eight months before the final report to the legislature was due. An already brief timeline was shortened as this study was impacted by delays from COVID-19, as several months were lost waiting to see if in-person interviewing could begin, and the decision by the legislature that there would be no extension for this work. The impact of this timeline is detailed in the Limitations section of this report. Ultimately, the project was conducted between June and September 2020.

Exhibit 2: MMIWG Field Study Timeline 2020



Methodology: Tribal Study

The original plan for the Tribal study was to visit all 22 land-based Tribes in Arizona in-person in order to interview survivors and families that have experienced MMIWG. Due to COVID-19, this data collection approach had to be transformed into a virtual one. Thus, all interviews were conducted by phone or videoconference, depending on the interviewee's preference.

Instruments and Measures

The specific methods and measures used for the Tribal study are presented in Exhibit 3. These data collection tools were developed in collaboration with the Study Committee members and went through multiple rounds of revisions (Appendices C & D). The instruments were also extensively piloted with Study Committee members and other family members and survivors of MMIWG before the interviews began.

Exhibit 3. Data Collected, Purpose, and Analysis Method for Tribal Study

Data/Instrument	Construct/Purpose	Analysis Method
Interview Protocol for Families of MMIWG (Appendix C)	To learn about the experiences of families who have experienced MMIWG. To identify the trends and patterns in the stories of these cases as well as the potential policy opportunities to reduce and end MMIWG.	Descriptive statistics. Thematic content analysis.
Interview Protocol for Survivors of MMIWG (Appendix D)	To learn about the experiences of survivors who have experience with MMIWG. To identify the trends and patterns in the stories of these cases as well as the potential policy opportunities to reduce and end MMIWG.	Descriptive statistics. Thematic content analysis.

Memorandum of Understanding with Tribes – Outreach Efforts

In order to be able to interview Tribal members living on Tribal lands in Arizona, a Memorandum of Understanding (MOU) was required with each of the 22 land-based Tribes. As stated above, the timeline to begin outreach to Tribes to secure these MOUs could not begin until August 1, 2020, allowing for only a short timeline to secure agreements before the final report was due. See the Limitations section for details.

Tribes will not be identified in this report by name per protocols outlined in the IRB application. Instead, Tribes will be referenced by numbers, and number assignments were assigned randomly to the 22 land-based Tribes in this report.



Exhibit 4 below demonstrates the level of effort made to secure MOUs with all Tribes by the evaluation team. Contact attempts included email and phone, and all presentations to Tribal Councils were done virtually due to COVID-19. The average number of contacts for each Tribe was 17 and the total number of contacts made to Tribes was **375**. Because of the pandemic, many Tribal governments were closed or not operating fully during the time of the MOU outreach efforts. It was learned later that many emails and phone calls attempted with Tribes were often not received for days or weeks later when Tribal Council Members and administrators were back in their offices. This delay was another hurdle for the procurement of these important MOUs.

Exhibit 4: Outreach Efforts to Secure MOUs with all Tribes

MOU OUTREACH	# Contact Attempts	# Presentations to Tribal Councils	Date of MOU Signature	# of Days to Recruit Interviewees & Conduct Interviews
Tribe 1	18		9/16/20	9 days
Tribe 2	28	2	9/24/20	1 day
Tribe 3	14			
Tribe 4	15	1	8/19/20	36 days
Tribe 5	18			
Tribe 6	7			
Tribe 7	20		9/22/20	6 days
Tribe 8	12			
Tribe 9	22	1		
Tribe 10	13			
Tribe 11	28			
Tribe 12	19	1	8/25/20	30 days
Tribe 13	15		9/15/20	10 days
Tribe 14	17		8/25/20	30 days
Tribe 15	16			
Tribe 16	15			
Tribe 17	20			
Tribe 18	13			
Tribe 19	19		9/18/20	7 days
Tribe 20	13			
Tribe 21	14			
Tribe 22	19			
Totals	375	5	8 signed MOUs	



Recruitment for Data Collection

Once an MOU had been executed with a Tribe, recruitment efforts would begin to try and locate and identify MMIWG survivors and families that would be willing to speak with the evaluation team about their experiences. Four main strategies were used for recruitment:

1. Outreach to Tribal Victim Service Agencies – Once an MOU was executed with a Tribe, the Tribal Victim Advocacy/Services Agency was contacted via email and phone to ask directly if the agency would be willing to share a flyer regarding the study with families or survivors that they thought might be interested in being interviewed. In addition, it was requested if they could be a source of resources for immediate access to victim service response to address re-traumatization and/or immediate local counseling or grieving services for participants.
2. Social Media Promotion - Once an MOU was executed with a Tribe, a flyer describing the study was shared with the Tribal government and social service agencies to see if they would be willing to share it on their social media platforms so their members could learn about the opportunity to participate in the study. In addition, Study Committee members shared the flyer with their communities and contacts to encourage distribution on social media channels.
3. Outreach to Known Survivors and Families – The main Tribal Interviewer for this study has worked with many families and survivors of MMIWG for the last 17 years in Arizona. Once an MOU was executed with a Tribe, these individuals were contacted by the Tribal Interviewer to see if they would be interested in sharing their stories and experiences to help support the efforts of the Study Committee.
4. Presentations to Tribal Councils – For some Tribal Council Presentations, the meeting was broadcast over the local radio station for Tribal members. After learning more about the study from the presentation over the radio, some survivors and families reached out to the evaluation team to share their interest in being interviewed.

For those Tribal members who do not live on Tribal lands, interviews were able to be conducted without MOU agreements from their Tribe. These were conducted starting in early August of 2020.

The results of all recruitment efforts for Tribal interviews are summarized in Exhibit 5. It is noteworthy that there were requests from 78 survivors and families living on Tribal lands to be interviewed that could not be completed due to not having an MOU executed with their Tribal leadership in time, a lack of time to interview, or an inability to reach the individual after their initial outreach once the MOU was signed. It is important to note that although this study was focused on women and girls, some families came forward to share their stories of their missing and/or murdered men and boys, which are also included in this report.



Exhibit 5: Tribal Interview Recruitment Outcomes

TRIBAL INTERVIEWS	# Inquiries	# Persons Unable to Interview – No MOU	# Persons Unable to Interview – Not Enough time/ Could not Reach	# Completed Interviews	% of Inquiries Interviewed
Survivors	39	25 (6 Tribes)*	6 (4 Tribes)	8	21%
Family Members	77	31 (8 Tribes)	16 (6 Tribes)	30	39%
Total	116	56 (8 Tribes)	22 (6 Tribes)	38	33%

*Denotes the number of Tribes represented in that group

Tribal Interview Process

All interviews with families and survivors were conducted by two Arizona-based Native Americans, and the main interviewer had over 17 years' experience providing direct victim services to crime victims working in Tribal communities addressing historical trauma and trauma informed practices. Both interviewers completed the CITI (Collaborative Institutional Training Initiative) Program Human Subjects training before interviews began.

Informed Consent

Before an interview would begin, the IRB approved informed consent (Appendix E) for the study was emailed or texted to the participant for their review. At the very beginning of the interview, the informed consent was emailed or texted then read to the interviewee, and only after a verbal agreement was received did the interview begin. Included in the informed consent were contact information for all Arizona Tribal Victim Advocacy Programs, Tribal Center Health Directors, Urban Health Programs, Indian Health Services Area Directors, and Inter-Tribal State Councils to assist the interviewee if they needed support services after the interview. As part of the informed consent process, the participant was informed that personally identifying information would not be shared with any party, and that the information shared in the interview would be included in an aggregated de-identified report to the Arizona Legislature.

Interview Process

Before the interview began, the interviewer would ask the participant if they would like them to burn sage or offer any other type of prayer or invocation to prepare the space for their conversation. At the end of the interview, this same offer was presented to the interviewee. Interviews lasted from 1-3 hours. At times, multiple pauses and breaks were needed during the interview to help the interviewee manage the overwhelming emotions experienced while telling their stories.



Findings: Tribal Families and Survivors Study

The findings presented below summarize the interviews that were conducted with families and survivors of MMIWG.

Demographics of Interviewees

Thirty family members and eight survivors that had experience with MMIWG were interviewed as part of this study (Exhibit 6). Though one interview was with a friend of a victim, all interviews not with survivors will be denoted as “family members” for simplicity of language in this report. Across the interviewees, 15 Arizona Tribal enrollments and six Arizona Tribal affiliations were represented. Six Arizona Tribal enrollments were represented and five Arizona Tribal affiliations for the victims that the family members discussed. Most interviewees were female (70%). There were many different relationships of the missing and/or murdered victim to the family interviewee, with the most common being daughter, mother, and sister. Although this study was focused on Indigenous women and girls, some family members stepped forward to share their stories of the men and boys in their lives that also went missing and/or murdered. Their stories are also included in this study to honor these families and victims. Thus, findings are not parsed out by victim gender.

Exhibit 6: Interviewees for Tribal Field Study

	Family Members N=30	Survivors N=8
# AZ Tribal Enrollments Represented by Interviewees	15	7
# AZ Tribal Affiliations Represented by Interviewees	6	1
# AZ Tribal Enrollments Represented by Victim	6	
# AZ Tribal Affiliations Represented by Victim	5	
Gender of Family Member /Survivor:		
Male	5	1
Female	21	6
Other: <i>Male and Female</i>	1	
Other: <i>Transgender</i>		1
No Response	3	
How the Missing/Murdered Person is Related to Interviewee		
Daughter	6	
Sister	5	
Mother	5	
Brother	4	
Child	3	
Cousin	2	
Father	2	



Spouse or Partner	2
Friend*	1

Interviewees were asked about the age of themselves or their loved one when they went missing and/or were murdered (Exhibit 7). Almost half of the family members interviewed did not report the age of their loved one, but for those that did report, those aged 19-29 and 40-49 were most commonly reported. For Survivors, most were younger than 25 when they went missing.

Exhibit 7: Ages of Victims and Survivors at Time of Missing and/or Murder

Age Range	Victims	Survivors
18 or Younger	2	2
19-29	5	3
30-39	3	1
40-49	5	
50-59	0	1
60+	1	
Age not Reported	14	1

Exhibit 18 outlines the types and number of cases that families shared during their interviews. All cases that Survivors shared only related to them going missing. A few caveats:

- In one interview, a family member described three different cases in their family (2 murdered, 1 missing & murdered).
- For two cases, both the survivor and the family member were interviewed, thus only 2 cases were represented out of 4 interviews.
- For one case, two different family members shared their story, thus only 1 case out of 2 interviews is represented.

Due to these instances, there are 37 missing and/or murdered cases represented in this sample instead of 38, the number of individuals that were interviewed. For those cases that were told by a survivor and a family member, they are counted only amongst the survivor cases in the Exhibit below.

Exhibit 8: Types of Cases and Victims Interviewees Discussed

<i>Victim Gender</i>	Murder Cases	Missing Cases*	Missing & Murder Cases	Missing Cases (Survivors)	Totals
Female	6	5	10	6	27
Male	2	1	5		8



Transgender – <i>Identifies as Female</i>	2	2			
Total Number of Cases	8	6	15	8	37

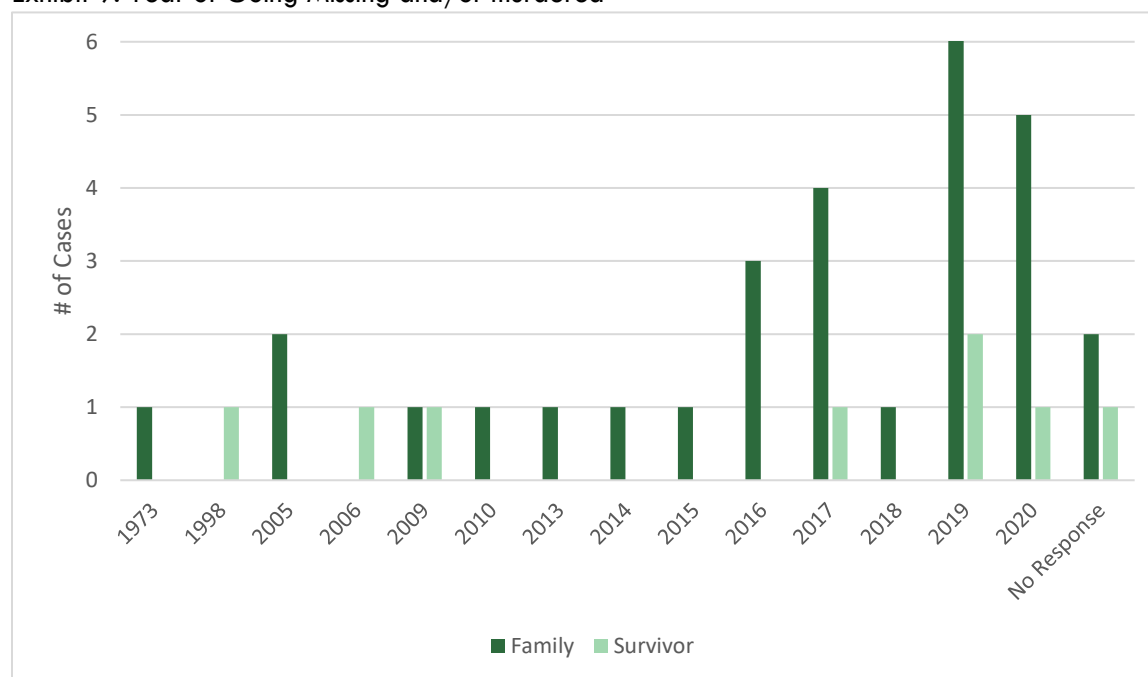
*Includes only those cases where a murder was not involved

Circumstances Leading to Going Missing and/or Murder

Interviewees were asked a series of questions regarding the circumstances surrounding the going missing and/or the murder of themselves or their loved one.

The year that the victim or survivor went missing and/or murdered is presented in Exhibit 9. More than a third of the cases (37%) presented occurred in the last two years.

Exhibit 9: Year of Going Missing and/or murdered



When family members were asked where they last saw their loved one, and where their loved one was last seen by anyone, 8 out of 15 Arizona counties were reported with Navajo, Maricopa and La Paz the most mentioned (Exhibit 10). In addition, almost half of all victims were last reported to be seen on Tribal land (40% seen by anyone, 43% seen by interviewee).

Exhibit 10: County where Victim was Last Seen (N=30)

County	Where the victim was last seen by anyone	Where the interviewee last saw the victim
Navajo	8	9
Maricopa	8	9



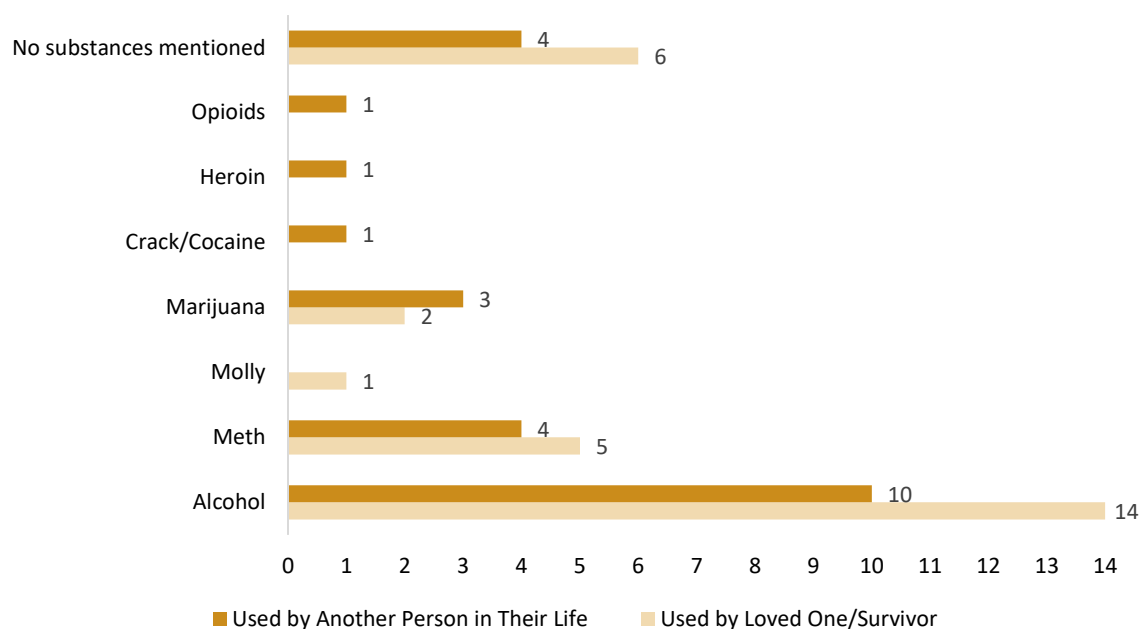
La Paz	4	4
Pinal	2	2
Apache	1	1
Coconino	1	
Pima	1	1
Mohave		1
Not Reported	5	
<i>On Tribal Land</i>	12	13

Substance Use/Abuse

Prior to Going Missing

Family members were asked if they observed or knew about any substance use/abuse by their loved one, or those close to their loved one, before they went missing. Exhibit 11 outlines the different substances that interviewees believed to have been used/abused during the time before their loved one went missing. Alcohol and Meth (Methamphetamine) were most highly reported.

Exhibit 11: Before Going Missing, Was there Substance Use/Abuse in the Home of Your Loved One? If so, what Substances?



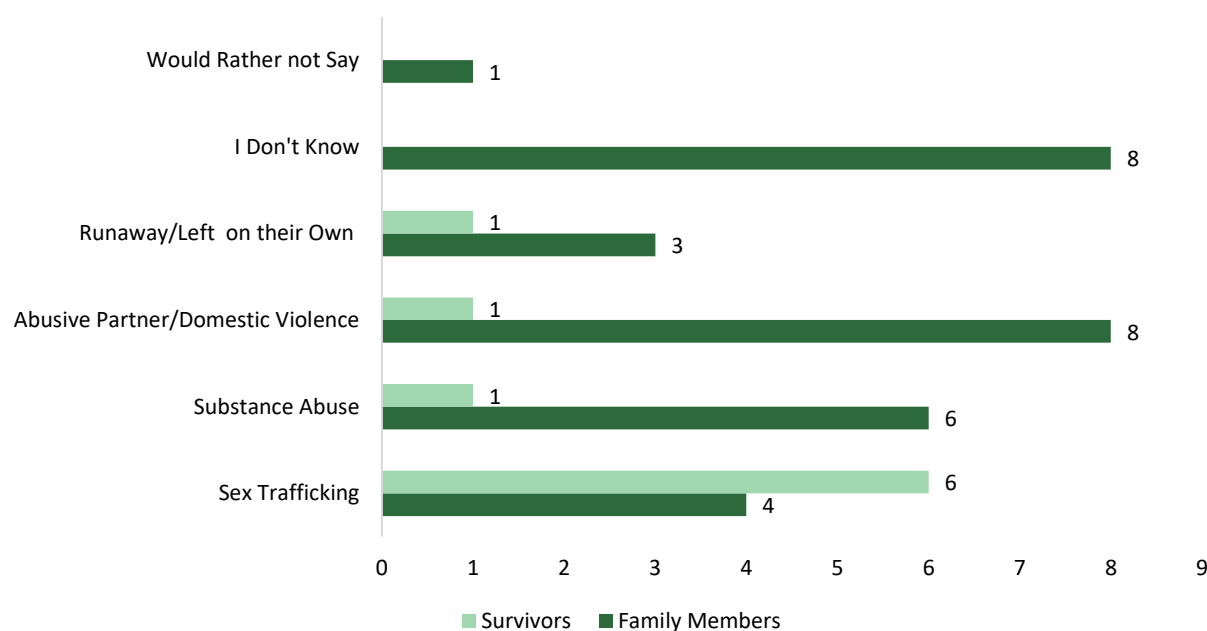
When they went Missing – Survivors

Survivors were asked if they felt substance use/abuse was part of the reason that they went missing. All eight survivors (100%) indicated that drugs and/or alcohol played a part in their experience while missing. Six (75% of survivors) reporting specifically that they were drugged by their perpetrators as they were being sex trafficked while they were missing, most not knowing what drugs they were being given.

Reasons for Going Missing and/or Murder

Family members and survivors were asked how or why they believed they/their loved one went missing and/or murdered (Exhibit 12). Sex trafficking was mentioned in the most cases (10) with 75% of survivors indicating that they experienced sex trafficking as part of their missing experience. Abusive partners and domestic violence were also cited as being involved in nine of the missing and/or murder cases. Substance use and abuse were also mentioned as precursors to going missing and are also described in detail by survivors as tools used by the perpetrator during sex trafficking. Many families were unsure why their loved one went missing and/or were murdered. Of note, interviewees may have shared multiple reasons for the missing and/or murder cases they were describing.

Exhibit 12: Reasons for How or Why Victims went Missing and/or Murdered: Number of Cases



Note: More than one reason could be provided for each case

Sex Trafficking

A number of cases that interviewees discussed involved sex trafficking. Sex trafficking is the action or practice of illegally transporting people from one area to another for the purpose of



sexual exploitation. Six out of eight survivor interviews (75%) and four cases shared by family members related to the victim being kidnapped and sex-trafficked or being groomed to be trafficked. The situations for each case were similar in that each victim was drugged, then kidnapped, then drugged in an ongoing way while they were raped and often beaten by their perpetrators and many others that participated in the sexual violence.

In the beginning, we drank together and got high (marijuana). It was ok until he started beating me. He also forced whiskey down my throat, especially during the time he made me have sex with his so-called friends sometimes his relatives. I didn't want to ever say or admit that I was in a domestic violence relationship. This happened for years, I had many broken bones, black and blue every day, miscarriage often. I was held hostage by being handcuffed and tied to the bed, doorknob or anything I could be tied to, to not leave the room. Only time I ever was able to leave the room was to go to the bathroom, but he would always go with me. This went on for years.

-Survivor

The people who had her left her on the door of an Emergency Room. I got a call that she was there. She had an overdose, and her body did not react well to the drugs she was given. My daughter don't remember anything except the period where they walked into a pool party and met guys and bought them drinks. That's all she remembers.

-Mother of Survivor

I would wake up sore the next morning in my private areas. I would never understand why. It wasn't until, looking back it was probably at least a year or 2 later, that I was being drugged and trafficked. I was beaten when I didn't get enough, but all this time it was very hazy, things did not make sense to me. I felt I was sleeping all the time. But I think I was drugged the whole time. I remember flashes, but I didn't know what it was.

-Survivor

Time had passed and I was actually kidnapped. I knew what was going on. I had to be alert; I did try when they drugged me. Being gay, transgender I was being sold to have sex by a [X] guy. I remember him telling me to do acts in front of men; he dressed me up. I knew I was always drunk or drugged. I was gone or missing from my family. I escaped myself when the door was being unlocked. I remember trying so hard to be alert to run away.

-Survivor

What I want to share is that anyone can be kidnapped. I don't think I am pretty or have the body to be sold or men wanting me. I am a regular Native girl. But on the internet when they sold me ... I was worth \$500 as a Native young women not having been through a women's ceremony. Now, I am so scared to go anywhere. I feel very violated



and all the woman in me was taken.

-Survivor

People I consider friends, I don't consider anyone my friend, the girl I was with she was a friend and she let this happen. I had no idea what was going to happen, and I asked the guys why, why are they doing this to me? If they could just drop me off at home. I wondered what their next move was. Am I going to be passed to someone else? Am I going to be killed or drop me off in some park and let me go my way wherever? I can't comprehend and it's tough for me. Being there I was just going through the motions, the sexual assault, the abuse, the what ifs the what have you. I feel hopeless.

-Survivor

Substance Use and/or Abuse

A common theme across many cases shared by family members and survivors was the influence of drugs and alcohol on the reasons why someone went missing and/or murdered, and the experience that survivors had while they were missing.

Drug and Alcohol Addiction of Missing/Murdered Person

Some interviewees shared their experiences of their loved one's addictions and drug use and how they may have related to them going missing. In addition, some family members reiterated their hope that law enforcement would not take their loved ones missing case less seriously due to the drug and alcohol issues of the missing person.

I didn't know my brother was missing until my family told me they haven't heard from him and if I did, I didn't think about it too much or worry because my brother is known to go on drinking binges. I never knew where he went or with who.

-Family Member

I didn't know where she was that whole time. She usually doesn't stay out that long. Sending her mean messages, not on Facebook, she blocked me from Facebook. Didn't file missing persons on [X]. I didn't because I was mad at her, she's out there drinking, she needs to get her butt home.

-Family Member

I was upset, but I knew my daughter was worried. Do you understand when people use drugs? Well, when we are on drugs nothing matters. I knew I had to go home sometime, so I was coming off I think because I knew I had to go to the police. I was worried about my daughter. I needed to tell her I was ok.

-Survivor



My husband was an alcoholic which is not new on Reservations, although we [have] a law against alcohol, people are still bringing it into our communities.

-Family Member

I worry about our people who are alcoholics or on substance use. They are lost, they need help, but we have no help for them.

-Family Member

We need to find our daughters who are adults. Sometimes they have an illness or addiction, and they sometimes can't control.

-Family Member

Even if she is using drugs or alcohol, according to police, she is my daughter, I love her, and I want her home.

-Family Member

Meth (Methamphetamine)

A number of cases discussed by interviewees involved Meth (Methamphetamine), in particular related to the violence a victim may have experienced by a perpetrator that used meth. Meth is widely recognized as associated with, if not causally linked to, violence and aggression.^{23,24} Dependence also forms quickly to meth, which leads to changes in how the brain functions. Compulsive drug-seeking behaviors and a loss of the ability to control how much and how often meth is taken often occur. Addiction can create a myriad of social, emotional, physical, and behavioral issues. When someone suffers from addiction to meth, getting the drug, using it, and recovering from it can consume them, and other activities take a backseat. Interpersonal relationships suffer as mood swings can be unpredictable, and the person may consistently shirk regular responsibilities and obligations.²⁵ Meth is also very difficult to treat, with a recent study citing that within one year after treatment discharge 61% of patients relapsed to meth use, and another 25% relapsed during years 2-5.²⁶ These combined characteristics of the drug make it highly destructive in the communities where it gains a foothold.

I was so angry with this whole thing, but I was also sad because these are just kids. How could they even think of doing something like this? How could they do this when we know their families and they are or do not have any ill feelings or hate to anyone. I also learned they were on "G" (meth). Maybe this is why, I don't know but it doesn't make

²³ Wright S, Klee H. Violent crime, aggression and amphetamine: What are the implications for drug treatment services? *Drugs: Education, Prevention, and Policy*. 2001; 8:73–90.

²⁴ Tyner EA, Fremouw WJ. The relation of methamphetamine use and violence: A critical review. *Aggression and Violent Behavior*. 2008;13:285–297. [Google Scholar]

²⁵ From <https://americanaddictioncenters.org/meth-treatment/facts>

²⁶ Brecht, M. L., & Herbeck, D. (2014). Time to relapse following treatment for methamphetamine use: a long-term perspective on patterns and predictors. *Drug and alcohol dependence*, 139, 18-25.



any excuses for them killing my mom. Our mom is gone, she still had some life and years left.

-Family Member

One time, [The Victim] told me that [Potential Perpetrator] almost strangled [her] and threatened [her]. She told me they were methed out and intoxicated.

-Family Member

I wrote to the medical examiner in Tucson, asked for an autopsy report, it was only 2 pages long. It was a meth overdose. They said she had no eyes. I never known her to use meth. I never seen it, or my family has never seen her to use it. Her friend [X] who she was to go to [X] with is heavily into drug or knows people who sell. I think my daughter got involved or was in the middle of it. I think she was used for some reason or maybe knew something.

-Family Member

We are supposed to be a safe place in our own homes. This has shown me no one is safe. The drug and alcohol use on the Reservation is crazy and we need to stop this.

-Family Member

Intersection of Violence and Substance Abuse

Many interviewees discussed the intersection of violence, domestic violence, and substance abuse as precipitating factors to their loved one going missing and/or murdered.

My mom had a boyfriend, and they would drink together. I knew that she was being abused, at the time I didn't know this, but I remember hearing her screaming and crying before.

-Family Member

My mom hid domestic violence well, but we would hear it. She would get mad at us if we got into her business. I knew she was getting beat but she never did or said anything.... I didn't live too far from her. Her boyfriend was nice on the outside, but he was mean to my mom; I didn't understand this. He had a nice family. My mom's boyfriend used meth and alcohol. My mom used alcohol.

-Family Member

My ex-girlfriend and mother of my children, we both had drinking issues. The reasons why we separated because it was toxic for us. She continued to drink, and she would drink with people in the community. I think I know who killed her, but they will never admit. She was found in a wash... also believe she was beaten. Someone left her out there, she would not just wander and not go back home, even if she was drunk.

-Family Member



My sister also had medical problems. Her husband didn't care and would force her to drink, and if she didn't, he would beat her. I blame him for killing her. ... I feel that no one really wanted to tell what happened to her.

-Family Member

I did not know she was missing until about 5 days later. She had a relationship with a guy in the community who is known to be violent and family history of drug selling and use. She would deny being in a relationship with him. We learned through his ex-partners he was violent and had domestic violence in their relationships, ex partners were telling me and my family this.

-Family Member

My mom, she did have medical problems. She was also an alcoholic. ... They had already buried her and me and my sister didn't know. I didn't hate her, I disliked what she did and what she was going through. She wasn't a mother to us. But I knew she was beaten a lot and a friend of hers told me she was raped. She was also found and been told she was murdered. I don't know, I don't know how true this is. I don't have any answers. There were times I missed her. I would always tell myself not to miss her and tell myself she didn't take care of us.

-Family Member

My daughter and her husband drank together and did drugs. I am sure there was domestic violence, but I never seen it. I never seen her bruised or hurt. She didn't talk about their relationship. She didn't want his last name. They argued around the time she was missing, and he left her on the side of the road.

-Family Member

Experience with Law Enforcement

Family members and survivors were asked many questions about their experiences with all six different types of law enforcement agencies that may have interacted with for their cases (State, County, City, Tribal, BIA, and FBI). Exhibit 13 summarizes interviewee responses when asked if a particular agency was helpful to them during their missing and/or murder case. Over half of all respondents (38 family members and survivors) indicated that each of the six agencies they worked with was not helpful with County (68.4%), FBI (60.5%), City (57.9%) and BIA (57.9%) law enforcement having the most responses of “not helpful.”

Exhibit 13: Law Enforcement Agency Helpfulness with Cases – Families and Survivors

	State Police	County Police	City Police	Tribal Police	BIA Police	FBI Police
<i>Family + Survivors (N=38)</i>						
The agency was helpful	5 (13%)	2 (5%)	8 (21%)	6 (16%)	8 (21%)	7 (18%)
The agency was not helpful	21 (55%)	26 (68%)	22 (58%)	20 (53%)	22 (58%)	23 (61%)



No involvement with agency	3 (8%)	1 (3%)	1 (3%)	3 (8%)	1 (3%)	1 (3%)
No response to the question	9 (24%)	9 (24%)	7 (18%)	9 (24%)	7 (18%)	7 (18%)

Three families indicated that they did not report their missing loved one to any law enforcement agency due to them not realizing at the time that they were missing, either because they didn't always stay in regular communication with their loved one, or their loved one would often leave for short stretches of time.

Issues with Reporting Adult Missing Persons Cases

One theme that arose was the frustration that missing person's cases were perceived as not being taken seriously law enforcement, especially with adult missing persons. The reason given was that missing persons cases are not considered a "crime."

I learned that missing persons is not a crime but an "Inquiry". This to me means that missing persons is nothing. That a person can go missing when they want. Then when they are murdered, then it becomes a crime. This is not how it should be. We should be finding our sisters and others when they are alive. I don't feel safe.

-Family Member

I felt they don't take reports of many missing people. You have to tell them of their ailments or handicaps or something that will get their attention. I didn't like this because it makes me think how many people who are missing don't get an official missing person's report. This is so sad....Police need to be more serious about missing people. They don't care because they are adults. I don't understand this.

-Family Member

Police need to take this serious, my friend is missing, they have done nothing. Why is it that adults can go missing but children can't? We need the same services such as an AMBER Alert like they do for kids.

-Friend

I heard that missing persons is not a crime, this needs to be changed, I see many posts of missing person and makes me wonder what is happening. If I had a post that I was missing, I wonder if I would still be looked for because it seems they are still missing. This is scary to me. I am just so happy I am alive.

-Survivor

Jurisdiction Issues with Missing/Murder Cases

A few interviewees shared that the jurisdictional complexity between Tribal, BIA, FBI, City and County law enforcement made their experiences working with law enforcement challenging



and confusing. In addition, some interviewees perceive that sentencing laws are too lenient for murder cases in some Tribal jurisdictions.

The jurisdictional fight that separates Tribes from county. What they can and cannot prosecute. Securing the borders. We need higher drug laws, murder laws, assault laws. Many assaults by non-natives, [they] can't press charges because of law. As a Tribe because we are sovereign, we need to update the Law and Order Codes. There is no accountability; the max of murder is 3 years. The missing and murdered, look at human and not how they live. Bring more into investigation. -Family Member

This is the problem, too many agencies and no response. It is very frustrating, even if there is a response, they are all fighting to take the case or solve a case. I feel BIA and FBI just take cases for popularity or even social media exposure. I don't know, sorry, I'm just frustrated, and it frustrated me each time I talk about this.

-Family Member

In [X Tribe], murder is 3 years. This isn't enough, 3 years for my sister's life?

-Family Member

I want to and I hope that this study will change some laws in taking missing and murdered seriously. I want the Federal court to have higher sentencing guidelines not based on their history. I think the State has higher sentencing guidelines than Federal, and it should be reverse. Federal is higher than the State but State has stricter sentencing and laws. This is so sad...

-Family Member

Level of Effort with Missing/Murder Cases

Amongst all responses related to experiences with law enforcement, 20 family members and survivors (67% of all interviewees) indicated that they felt that law enforcement did not do enough to help solve their missing and/or murder cases.

I felt they (Tribal Police) could have continued searching every day, when his body was found, I felt they should have asked more questions, but they didn't. This was frustrating because community members would tell us, we tell law enforcement names... they didn't talk to them. I know this because I asked if police talked to them and the answer was no.

-Family Member

Response from law enforcement was alcohol poisoning; [there was] no thorough investigation. To me, they didn't do anything (BIA). We had to learn about it from others. We were not being notified by law enforcement. A community member was



sharing information of what may have happened. Still to this day, we don't have any kind of answers from law enforcement. Have suspects in mind but no one investigating. We did not have any justice, no thorough investigation. I feel they didn't think this is important.

-Family Member

Communication with Families During Investigations

Amongst all responses related to experiences with law enforcement, 15 family members (50% of all family interviewees) indicated that they felt that law enforcement did not communicate well or enough with them during investigations. Many described this lack of communication as stressful, frustrating and degrading. In addition, a number of family members expressed that a lack of caring or compassion by law enforcement officers made their experience even more challenging during a traumatic time.

When I got the call the police were already investigating. I knew that BIA police was doing the investigation and then FBI. I appreciated federal police doing the investigation; what I didn't appreciate was they didn't tell us much about investigation. Even at federal prosecution, they didn't share too much. Just what we wanted to hear I guess. I felt they didn't want to tell us because it was a brutal stabbing...I understand that but I think we as a family needed to know what happened. We only heard the story during the court hearings and his testimony. This was not fair to my mom or my family.

-Family Member

They (BIA) didn't tell us anything about the investigation, not even a little. Just that they were investigating. They treated us like we were another case, not as people or a family.

-Family Member

They didn't help us as a family (Tribal Police). They just picked up the body and sent to the medical examiner, my dad went to identify the body. No communication, no case updates, nothing.

-Family Member

Another issue that many family members of MMIWG expressed was that law enforcement was too slow in responding to their case, which many families felt affected the outcome and potentially the death of their loved one.

They took my report, but it took days for them to respond. It wasn't after an advocate was involved and supervisors were in [X Tribe]. I wonder if a search and rescue would have even happened if it wasn't for the two entities.

-Family Member



They came in weeks after I reported her missing (FBI). They took her gaming console and desktop. They really didn't tell me what they found or if they found anything. No immediate follow up, no return calls.

-Family Member

Some family members reported that they felt they experienced prejudices related to race, gender, LGBTQ+ identity and substance use as part of their interactions with police when reporting their missing and/or murder cases.

Some (Tribal Police) were disrespectful with my brother (victim) and his sexuality.

-Family Member

They did absolutely nothing (City Police). They should have taken the missing report seriously. They treated [X] like she didn't know what she was talking about and made it seem like my friend was an alcoholic or drug addict living on the streets or something. I really felt they were being racists to Native American. They never called my friends mom or me. They had no updates for us when we called. They took her off the missing persons list twice, and her mom continues to call to get her back on it.

-Friend

Police need to take missing serious. We want our children found but they won't help us. We need missing persons to be a priority. There is discrimination with City police.

-Family Member

BIA was the worst; they blamed my cousin's death on being a meth addict. We as a family, have been so upset with BIA and [X Tribe] police. Telling us [X] was a drug addict - making her to be a bad person and drug addict.

-Family Member

I think because a lot of people say, "she's just no good." It's the stigma that is placed on a woman; there is no respect for women. In [X Tribe], it is so bad with gossiping and blaming. We have homicides at home and no one doing anything. We need resources, education and awareness. It is a hard thing to deal with.

-Family Member

Skills, Training and Experience

A number of interviewees indicated that they felt the law enforcement officers they worked with did not have enough training, skills or experience to effectively work missing and/or murdered cases, in particular with Tribal and BIA law enforcement.

They could have done more in helping or organizing a formal search for her (BIA). They could have explained more about what is available for the family. They don't have the



equipment or skills in these type of cases. I don't think.

-Family Member

Even if they responded to me (Tribal Police), they need training, they need investigative skills.

-Family Member

Need more advocates, law enforcement training - on how to be emotionally and mentally aware of families who have missing loved one or even murdered.

-Family Member

Other Perspectives of Law Enforcement

Some survivors and family members did speak positively about their work with law enforcement agencies. They noted that they provided resources, helped the families, and focused on solving the cases. Other participants who were interviewed did not have much interaction with law enforcement and so could not comment on this area.

[County Law Enforcement] provided Search and Rescue, had dogs, helicopters and I believe every resource they can provide. [They were] very nice, understanding and explained everything to me and my family.

-Family Member

[FBI Law Enforcement] gave us the best investigation team and prosecution team... This was the best of the whole court experience. FBI gave it their all, they did not give up.

-Family Member

[The BJA Law Enforcement] office and the lady were the best. They did everything to help me, everything to keep me safe.

-Survivor

Perpetrators and Prosecution

Of the 43 cases discussed by victims and family members, only four family members and one survivor reported that the perpetrators in their cases were charged with a crime. Three were convicted, and one is still going through court proceedings. The family cases were solved by FBI in one case, FBI and BIA in another, BIA in the third, and City Police in the fourth. It is unknown who solved the case of the survivor.

Victim Advocates and Victim Services

A Victim Advocate is a person who assists victims throughout the criminal process, providing information, support, and resources, help with protective orders, help with submitting Victim Impact Statements and Restitution information, court accompaniment and generally guiding



victims through every stage of a case. The specific things a victim advocate typically does include:²⁷

- Explain the judicial system;
- Give specific information and resources and special resources for Domestic Violence victims;
- Act as a link between the victim and the prosecutor;
- Advise the victim as to the current status of the case and confirm court dates and location;
- Make referrals for the victim for counseling, shelter, food, etc.;
- Answer questions regarding the pretrial, trial, sentencing, and appeal process;
- Escort the victim to and from court and stay in court with them while they testify;
- Assist the victim in obtaining a Protective Order (Order of Protection or Injunction against Harassment);
- Help the victim with submitting a Victim Impact Statement;
- Help the victim with submitting a Restitution request;
- Provide the victim with a safe, private area where they can wait before and after testifying; and/or
- Provide the victim with resource information and referrals to other social service agencies that offer financial and supportive services;

"Victim" refers to a person against whom the criminal offense has been committed or, if the person is killed or incapacitated, the person's spouse, parent, child or other lawful representative, except if the person is in custody for an offense or is the accused.²⁸

Family members and survivors were asked about their experiences with victim services and victim advocates, in particular if they were referred to one, who referred them, what their experience was and any recommendations they had for victim services and advocates.

Referral to Victim Advocates

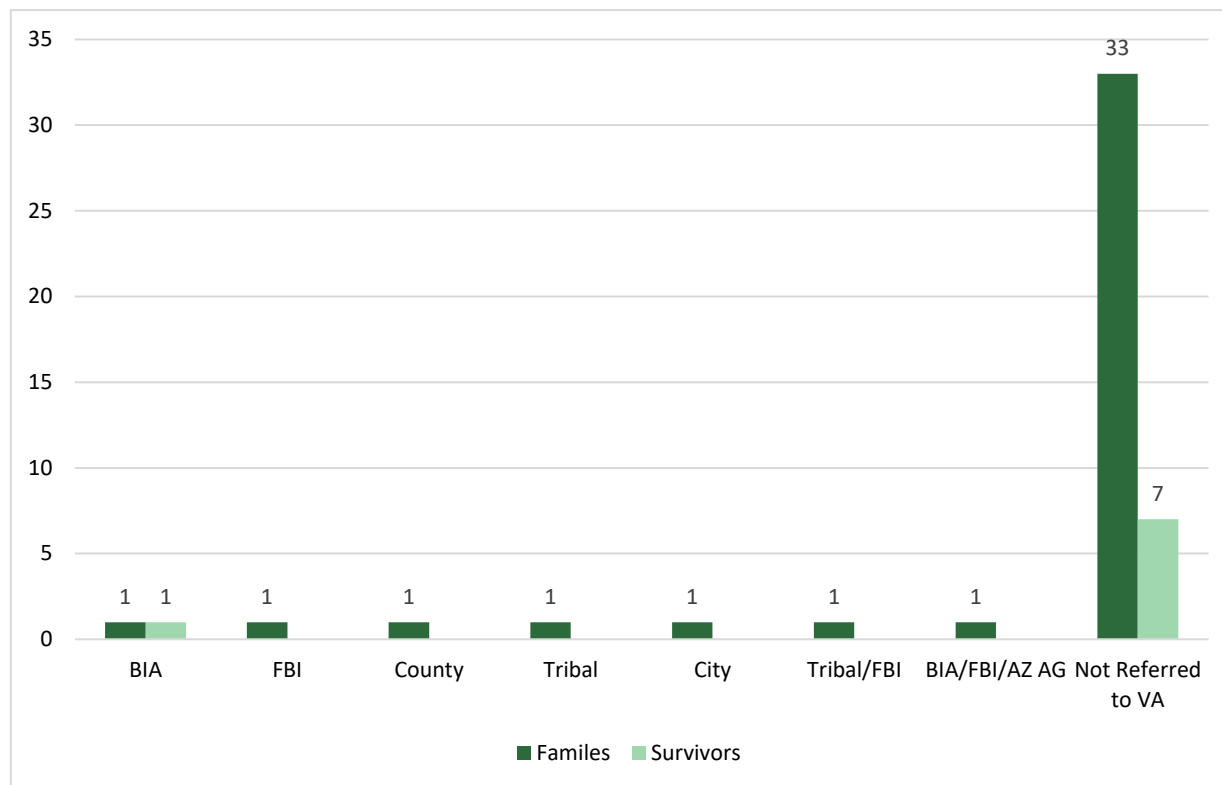
Eight family members who were interviewed reported that law enforcement referred them to a victim advocate. See Exhibit 14 for which law enforcement agencies provided these referrals. Six of the eight referred worked with that victim advocate. Three family members said they provided the help they needed, three said they didn't. Thirty-three family members that were interviewed reported that they were not referred by law enforcement to a victim advocate (83% of family members).

²⁷ From <https://www.phoenix.gov/law/victims/victim-advocate#:~:text=A%20Victim%20Advocate%20is%20a,every%20stage%20of%20a%20case>.

²⁸ From [https://law.lclark.edu/live/files/4917-arizona#:~:text=\(C\)%20%22Victim%22%20means,offense%20or%20is%20the%20accused](https://law.lclark.edu/live/files/4917-arizona#:~:text=(C)%20%22Victim%22%20means,offense%20or%20is%20the%20accused).



Exhibit 14: Number of Families and Survivors Referred to a Victim Advocate by Law Enforcement Agency as reported by interviewees



Four family members sought out a Victim Advocate on their own. Three said they were helpful, and one said they were not. One survivor was referred to a victim advocate by law enforcement (BIA), and they did work with them. No survivors sought out a victim advocate on their own. Victim advocates were reported to have provided, or helped to provide, support, education on the judicial system and legal procedures, food, gas, counseling, transportation, and flyers.

Some family members indicated that they needed more support and were not aware of victim services and advocacy, and that they wished they were informed better about their options for support to assist them during such a traumatic time.

I needed grieving counseling. Updates and investigation of case. It's so overwhelming. Sometimes we couldn't think of our immediate needs. We need closure and explanation; we know some kind of trauma happened here. Law enforcement did not support us or any judicial component.

-Family Member



I think we could have used more victim services if we knew about it. Now I know they could have helped us more.

-Family Member

We needed help, and we had no guidance. I don't know too much about what they do but learned through MMIWG awareness events an advocate would have been helpful.

-Family Member

Experience with Victim Advocates

Families and survivors that were able to work with a victim advocate had mixed experiences with whom they engaged.

Helpful Victim Advocacy

Some interviewees indicated that their victim advocates were truly helpful during a very difficult time. And some reported that only when a victim advocate was supporting them did law enforcement finally take their cases seriously.

I finally reported him missing to the local police, BIA at the time. I was getting very little updates and this was so upsetting and frustrating to me. I finally had help from an advocate and during this time BIA supervisors from [X] were in [X Tribe]. I believe they contributed to getting a search and rescue organized for me.

-Family Member

I reported this to [City] Police Department, but they didn't take a report because they told me she was an adult and wouldn't take a report. I shared my frustration with a co-worker; she referred me to an advocate. I called her and she made arrangements to meet me in person and do a search. We tried to report again to the police department, and finally they took me serious.

-Family Member

I had a great advocate; without her I wouldn't have participated with prosecution. Sometimes you just need someone to kick you in the ass and guide you. I am so grateful for this lady.

-Survivor

She was great. I can't thank her enough. I still talk to her to this day.

-Survivor

They were very explanatory of all procedures and kept me informed. Help[ed] the boys with a lot of things.

-Family Member



Recommendations for Improved Victim Advocacy

Many family members were dissatisfied with their victim advocate experience and had a number of recommendations to try and help improve the referral, engagement and support processes they offer. Recommendations they offered included better and more communication about their cases, training and recruiting more Native American victim advocates, providing more support than just facilitating paperwork, and more assistance to understand the complexities of the judicial system. Family members reiterated that when their missing/murder trauma occurred, it was very difficult to think straight and remember details, indicating the value and importance of an organized and informed victim advocate.

More services for families and people who know what they are doing. Not an intern, not someone who doesn't know about Native American people. We need our own people to be trained more and to assist our families.

-Family Member

We had victim services and they were nice, but that's all they were, they sat around with us, seemed they were pushing paper-work all the time, or pushing us to apply for this and that. We did apply for victim compensation, another sister worked on that. I do not know the outcome.

-Family Member

I wish they [Victim Advocate] could have been accessible more - better communication.

-Family Member

I wish they told me about the justice system, help[ed] me understand the whys and hows. Advocate[d] for me stronger so I had justice for my daughter. I feel they backed off too when Prosecutors told me or didn't want to share a lot of information.

-Family Member

Need more advocates, law enforcement training - on how to be emotionally and mentally aware of families who have missing loved one or even murdered.

-Family Member

Arizona State Victim Compensation Fund

The Arizona victim compensation fund provides financial assistance to victims of crime or others who may have experienced a financial loss as a direct result of a crime. The program covers expenses of physical harm, mental distress, and economic loss directly resulting from victimization. Eligibility to receive benefits from the program does not require the apprehension or conviction of an offender, and the compensation program is always the payer of last resort.



All other sources of economic recovery must be exhausted before compensation benefits can be paid.²⁹

While the Arizona Criminal Justice Commission is responsible for administering the program at the state level, claims are processed at the county level. Each county program has a compensation coordinator, who is responsible for investigating claims and collect supporting documentation. This begins with a completed application, police reports, and any bills or invoices that victims or claimants are requesting be paid by the program. After the background work is completed, the county coordinator prepares for and conducts compensation board meetings. Compensation board meetings are where decisions are made on whether or not to pay out compensation funds to victims of crime. The compensation coordinator serves as a point of contact for victims, claimants, members of the community, or victim services personnel that would like more information about the victim compensation program.

Family members and survivors were asked whether or not they applied for the victim compensation fund. Only one family member indicated that they had applied for the fund, but they indicated the application was given to another family member, and they did not know the outcome of the application. Three other family members did not respond to this question. One survivor did apply for the victim compensation fund, but they were not awarded any compensation. Two survivors did not respond to this question.

Of those that did not apply for the fund, the main reason provided was that they did not know this resource was available. For one survivor, they were afraid that if they applied for public benefits, they would somehow be found by their perpetrators. Exhibit 15 outlines the other reasons provided for not applying to the fund.

Exhibit 15: Victim Compensation Fund: Reasons for Not Applying

	Family Members	Survivors
I did not know about the fund	21 (70%)	4 (50%)
I did not qualify for the fund - <i>Missing persons was not a crime</i>	2 (7%)	
It was too hard/confusing to apply	1 (3%)	
Incident occurred out of state	1 (3%)	
Waiting on a police report	1 (3%)	
Fear they will be found by their perpetrators if they apply for public benefits/funds		1 (13%)

²⁹ From <https://www.azcjc.gov/Programs/Victim-Services/Compensation-Program>



Recommendations from Families and Survivors

Given the constraints of this study (as detailed in the Limitations section), the above section included information from 38 individuals who came forward to share their stories of pain, loss, and trauma. These stories have provided information and insights that further an understanding of the issue of MMIWG in Arizona. In addition, specific and meaningful recommendations were offered by the interviewees that can assist in the policy making and decision-making process. Their recommendations are summarized below.

Law Enforcement

Many recommendations came forward regarding issues working with law enforcement on these cases. Specifically, family and loved ones:

- Hope to see adult missing persons cases be taken more seriously, whether that be by making missing persons a “crime,” changing policies and practices related to first response of missing persons reports, or a change in attitude by law enforcement personnel. They understand that time is of the essence when a missing person is truly missing.
- Would like to see more effort and a quicker response to MMIWG cases by some law enforcement agencies to increase the likelihood that harm will not come to their loved one.
- Often want law enforcement to contact and refer them to victim services and victim advocates at the time of the incident and/or investigation.
- Would like more communication, empathy and compassion from law enforcement officers when they are working with them on their MMIWG cases.
- Would like law enforcement to follow-up on a missing loved one even if they used or abused drugs and/or alcohol.
- Would like the racism, sexism and LGBT phobia they have experienced in some instances to be addressed in law enforcement agencies.
- Recommend work happen to solve the jurisdictional maze they experience.
- Suggest law enforcement officers have more extensive training to improve their investigative skills and communication skills with families when working their MMIWG case.

Some families identified changes they perceived were needed in the justice system. They encouraged re-consideration of sentencing guidelines for these types of crimes.

Victim Advocates

Interviewees suggested recommendations for improvement in the area of victim advocacy. Family members and survivors:

- Suggested better and more communication about their cases from the victim advocates.



- Would like to see more trained Native American victim advocates with knowledge of their culture and how the dynamics of their MMIWG cases interface with the roles, customs, and issues in their specific communities.
- Would like to experience more guidance, support and sensitivity during the traumatic time these cases are happening.
- Suggest that more assistance be offered to understand the complexities of the judicial system.

Community Support, Education and Resources

Many family members mentioned the need they have for more support and resources in their communities for substance abuse and domestic violence. Some family members indicated that the issues of substance abuse and domestic violence are taboo and difficult to discuss openly in Tribal communities. Some family members also reiterated that their needs to be more education and awareness about MMIWG in their Tribal communities. Specifically, families and survivors:

- Suggested that more work is needed to address substance abuse on Reservations.
- Encouraged the availability of services for those experiencing alcoholism or substance abuse.
- Requested that more education and awareness is needed on the issue of MMIWG, and related issues such as violence against women and runaways.

Methodology: Law Enforcement Study

After deliberation and collaboration with key law enforcement professionals on the Study Committee, the approach and design were finalized for the law enforcement study. The aim was to conduct outreach with all Arizona law enforcement agencies in order to attempt to interview one management official from each agency (e.g. Chief, Captain, Sheriff, etc.) and then survey field officers via a digital survey. The five different types of agencies contacted included:

- **State** - State police officers perform specialized law enforcement duties for state police agencies. For example, state patrol troopers enforce laws governing highways and roadways throughout Arizona.
- **County – Sheriff's Departments** - Sheriff's deputies provide patrol services to residents within the unincorporated areas of the county. Deputies are managed by an elected Sheriff. The Sheriff works with a Board of Supervisors, also elected officials, which allocates and then funds the annual budget to the Office of Sheriff.
- **Municipal- City Police Departments** - City police are generally employees of a city government and patrol in their designated city. Police are managed by a Police Chief who, in turn, answers to a city council.



- **University** - University police serve and protect students and staff on University and College Campuses.
- **Tribal- 638 Contracted Departments** – The Indian Self-Determination Act of 1975 affords Tribes the opportunity to provide for their own police departments and other institutional services through federal grants and contracts commonly referred to as 638 contracts. Tribal police have the authority to exercise criminal jurisdiction over all Tribal members, of non-Indian perpetrators in some cases of domestic violence, and the authority to arrest and detain non-Indians for delivery to state or federal authorities for prosecution of state crimes. These Tribal police powers are generally limited to Tribal lands unless the police officers are state-certified officers. Also, officers can have a federal Special Law Enforcement Commission (SLEC), which gives Tribal officers the authority to make arrests for all violations of federal criminal laws on Indian lands.³⁰
- **BIA** - The Bureau of Indian Affairs Police, usually known as the BIA Police, Office of Justice Services, Law Enforcement Division, is the law enforcement arm of the United States Bureau of Indian Affairs which polices Indian Tribes and Reservations that do not have their own police force, and oversees other Tribal police organizations. BIA also manages federal funding for law enforcement, detention, and courts on Reservations. If a Tribe contracts this authority, they are using BIA funding to support their law enforcement departments.³¹
- **FBI** - The FBI is responsible for investigating the most serious crimes in Indian country – such as murder, child sexual and physical abuse, violent assaults, drug trafficking, public corruption, financial crimes, and Indian gaming violations.³² FBI agents work out of major cities and are not located on Reservations. Most are responsible for the investigation of violent crime but don't live or work in the Tribal communities they serve, and the vast majority are not Tribal members. FBI and U.S. Attorney's offices may have a Tribal liaison who can be a Tribal member.

Instruments and Measures

The specific methods and measures used for the law enforcement study are presented in Exhibit 16.

³⁰ Wakeling, S., Jorgensen, M., Michaelson, S., & Begay, M. (2001). Policing on American Indian Reservations. *National Institute of Justice, US Department of Justice, Washington, DC. September.*

³¹ See <https://www.bia.gov/bia/ojs/who-we-are>

³² See <https://www.fbi.gov/investigate/violent-crime/indian-country-crime>



Exhibit 16. Data Collected, Purpose, and Analysis Method for Law Enforcement Study

Data/Instrument	Construct/Purpose	Analysis Method
Interview Protocol for Law Enforcement Management Officers (Appendix A)	To learn about the current management level policies and practices of all types of AZ law enforcement agencies when interfacing with MMIWG cases and the communities in which they occur. To identify the trends and potential policy opportunities to reduce and end MMIWG.	Descriptive statistics. Thematic content analysis.
Online Survey for Law Enforcement Field Officers (Appendix B)	To learn about the experiences of field officers of all types of AZ law enforcement agencies when interfacing with MMIWG cases and the communities in which they occur. To identify the trends and potential policy opportunities to reduce and end MMIWG.	Descriptive statistics. Thematic content analysis.

The interview protocol (Appendix A) was developed and revised multiple times by the evaluation team and the Study Committee members supporting the study. Piloting occurred with the interview protocol with two law enforcement committee members.

Based on the advice of key committee members, the original recruitment strategy was to reach out directly to the Public Information Officer (PIO) at each law enforcement agency (if they had one) to explain the study and request an interview with their Chief/Captain/Sheriff. Materials describing the study would be emailed to the PIO as requested. For each agency, multiple calls and emails would be completed to try and secure the interview. Since the recruitment began on August 1, 2020, there was limited time to secure the interviews. As the recruitment process unfolded, it became clear that it was taking too much time to have the back and forth communication between the PIO officers, legal team at agencies, and/or administrative staff in order to use this approach. It was decided at that point that all outreach would be directed toward the Chief/Captain/Sheriff. This strategy helped to secure more interviews during this short time frame.

The length of the interview ranged from 30-90 minutes. Before an interview would begin, the interviewee was informed that their responses would be anonymous and that there would be no personally identifying or agency identifying information shared in the de-identified aggregate report to the Arizona Legislature. They were also informed that the conversation would not be audio recorded, and only typed or handwritten notes would be recorded from the conversation. If the interviewee verbally agreed to the terms explained, then the interview would commence.



All interview data collected are anonymous and responses for this report are only categorized by law enforcement agency type (State, County, City, University, Tribal) to protect the confidentiality of the interviewees and per the approved IRB. At the end of the interview, the interviewer asked the management official if they would be willing to distribute a digital survey (Appendix B) to their field officers via email that work directly with these types of cases. The request was that the official distribute the survey immediately and request all responses be submitted in seven days. All management officers agreed to distribute the survey. Survey response rates were low throughout the study period, so multiple attempts were made to follow-up with the management official interviewed to ensure that the survey had been distributed and that they requested participation from their staff. Even with these efforts, the survey data response rates were low.

Recruitment and Outreach Efforts for Data Collection

The specific law enforcement agencies recruited for this study are outlined in Exhibit 17. In total, 72 law enforcement agencies were contacted to participate in the MMIWG Field Study. It is important to note that the only Tribal law enforcement agencies that were able to be contacted for interviews were those Tribes that signed an MOU agreement with LMA to participate in the study. The identity of these agencies are not provided to protect the confidentiality of these Tribes and Tribal members that participated in the study.

Exhibit 17: Specific Law Enforcement Agencies Contacted for Law Enforcement Study

	Law Enforcement Agency Name	Law Enforcement Agency Type
1	Apache County Sheriff's Office	COUNTY
2	Apache Junction Department of Public Safety	CITY
3	Arizona Criminal Investigations Division	STATE
4	Arizona Department of Corrections	STATE
5	Arizona Department of Game and Fish	STATE
6	Arizona Department of Public Safety	STATE
7	Arizona Highway Patrol	STATE
8	Arizona State Capitol Police	STATE
9	Arizona State University Police Department	UNIVERSITY/COLLEGE
10	Avondale Police Department	CITY
11	Bullhead City Police Department	CITY
12	Casa Grande Police Department	CITY
13	Chandler Police Department	CITY
14	Chino Valley Police Department	CITY
15	Clarkdale Police Department	CITY
16	Cochise County Sheriff's Department	COUNTY
17	Coconino County Sheriff's Office	COUNTY
18	Tribe 13 Law Enforcement Department	TRIBE
19	Cottonwood Police Department	CITY
20	El Mirage Police Department	CITY
21	Eloy Police Department	CITY
22	Flagstaff Police Department	CITY
23	Gila County Sheriff's Department	COUNTY



24	Gilbert Police Department	CITY
25	Glendale Police Department	CITY
26	Goodyear Police Department	CITY
27	Graham County Sheriff's Office	COUNTY
28	Greenlee County Sherriff's Office	COUNTY
29	Tribe 14 Law Enforcement Department	TRIBE
30	Huachuca City Police Department	CITY
31	Tribe 4 Law Enforcement Department	TRIBE
32	Jerome Police Department	CITY
33	Kingman Police Department	CITY
34	La Paz County Sheriff's Office	COUNTY
35	Marana Police Department	CITY
36	Maricopa County Sheriff's Office	COUNTY
37	Mesa Police Department	CITY
38	Mohave County Sheriff Office	COUNTY
39	Navajo County Sheriff's Office	COUNTY
40	Northern Arizona University Police Department	UNIVERSITY/COLLEGE
41	Oro Valley Police Department	CITY
42	Paradise Valley Police Department	CITY
43	Tribe 7 Law Enforcement Department	TRIBE
44	Payson Police Department	CITY
45	Peoria Police Department	CITY
46	Phoenix Police Department	CITY
47	Pima County Community College Department of Public Safety	UNIVERSITY/COLLEGE
48	Pima County Sheriff's Department	COUNTY
49	Pinal County Sherriff's Department	COUNTY
50	Prescott Police Department	CITY
51	Prescott Valley Police Department	CITY
52	Tribe 1 Law Enforcement Department	TRIBE
53	Santa Cruz County Sheriff's office	COUNTY
54	Scottsdale Community College Security Department	UNIVERSITY/COLLEGE
55	Scottsdale Police Department	CITY
56	Show Low Police Department	CITY
57	Sierra Vista Police Department	CITY
58	South Tucson Police Department	CITY
59	Springerville Police Department	CITY
60	Superior Police Department	CITY
61	Surprise Police Department	CITY
62	Tempe Police Department	CITY
63	Tombstone City Marshals Department	COUNTY
64	Tombstone Police Department	CITY
65	Tucson Police Department	CITY
66	University of Arizona Police Department	UNIVERSITY/COLLEGE
67	Wickenburg Police Department	CITY
68	Willcox Department of Public Safety	CITY
69	Tribe 19 Law Enforcement Department	TRIBE
70	Yavapai County Sheriff's Office	COUNTY
71	Yuma County Sheriff's Office	COUNTY
72	Yuma Police Department	CITY



Recruitment progress for the law enforcement study was regularly shared with the AZ Attorney General's office, Representative Jermaine and the Study Committee. As a result, many outreach attempts were also made by Attorney General Staff and Study Committee members to encourage law enforcement agencies to participate in the interviews. It was made clear to the agencies that this was their opportunity to provide their voice and insights regarding the MMIWG issue to try and reduce and end this issue in Arizona.

The level of effort required to secure interviews with law enforcement agencies is presented in Exhibit 18 below. The total number of phone and email contacts made to these agencies was 208. The average number of contacts per agency required to secure an interview was three. Those agencies that refused to participate are indicated in the Exhibit as well. Agencies that did not participate and also did not refuse, were ones for which a response was never received, or interviews were cancelled or postponed beyond the data collection period. Overall, 41 interviews were completed with 33 agencies across Arizona.

Exhibit 18: Outreach Efforts and Outcomes for Law Enforcement Management Interviews

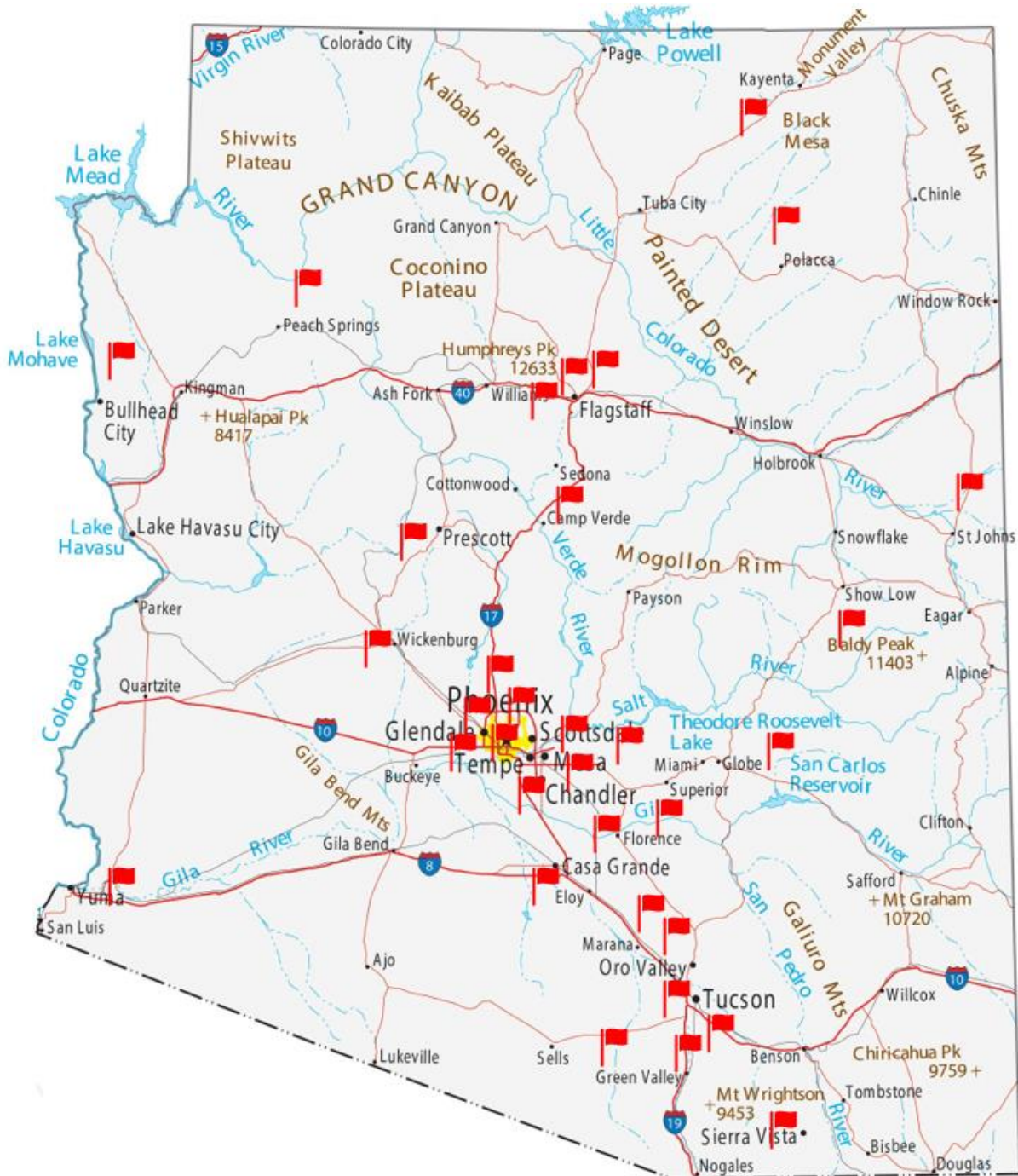
INTERVIEWS	# Agencies Contacted	# Contact Attempts	# Refusals to Participate	# Completed Interviews	#Agencies Represented by Interviews*
State	6	10	0	3	3
County	16	53	0	9	6
City	39	117	4	19	17
Tribal	6	16	0	8	5
University	5	12	1	2	2
Total	72	208	5	41	33

*Note: For 4 agencies there were multiple interviewees during the time of the interview as a group interview.

The geographic distribution of the 33 agencies where completed law enforcement management interviews is presented in Exhibit 19.



Exhibit 19: Arizona Map of Completed Law Enforcement Management Interviews



Map template from <https://gisgeography.com/arizona-map/>



Exhibit 20 outlines the 40 surveys that were completed by field officers by agency type. Due to the importance of the respondent being anonymous, it was unknown which particular agencies responded to the survey. During law enforcement interviews, when asked to distribute the survey to their team, some interviewees felt their staff did not need to fill out the survey because they did not think they ever interfaced with MMIWG cases. Other told the interviewer that they distributed the survey to their staff, but there was no way to confirm.

Exhibit 20: Outreach Efforts and Outcomes for Law Enforcement Field Staff Surveys

SURVEYS	# Completed Surveys
State	3
County	2
City	25
Tribal	5
University	3
Total	40*

*Two respondents did not indicate what type of agency they worked for

It is important to emphasize that not all law enforcement agencies in Arizona are represented in this report, and only a small sample of field officers are represented in the survey data. Findings presented in this report may help illuminate and highlight topics, issues and practices of interest, but may not represent the position of all agencies or law enforcement officers in Arizona. Please see the Limitations section for more information.

Findings: Law Enforcement Study

The findings from the interviews with law enforcement management and the surveys with law enforcement field staff are presented below.

Demographics of Law Enforcement Interviewees

Agency Type

A total of 33 law enforcement agencies participated in the management interviews (Exhibit 21). The majority of law enforcement interviews were conducted with management officials from City law enforcement agencies (52%).



Exhibit 21: Number and Types of Law Enforcement Agencies Interviewed

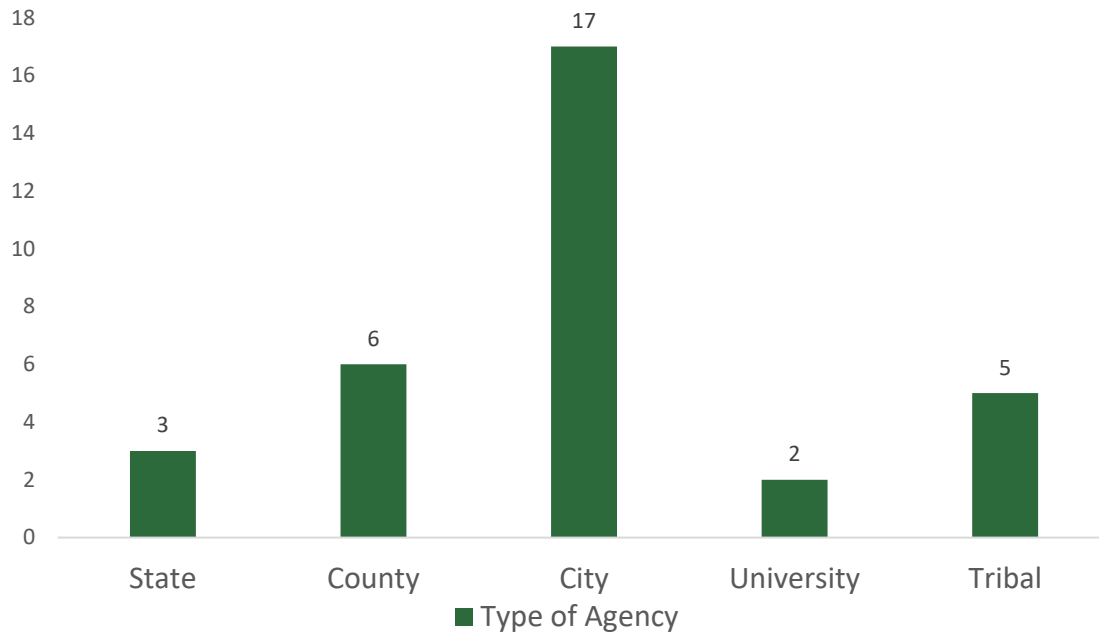


Exhibit 22 provides some demographic information on the interviewees and survey respondents for the law enforcement study. Interviewees were mostly male (94%), between the ages of 40-69 (89%), and had worked 10 or more years in law enforcement (97%). For field officer survey respondents, they were mostly male (60%), ages 30-59 (85%) and had a wide range of law enforcement experience (1-20+ years).

Exhibit 22: Demographics of Participants

	Interview (Management) N=36 ¹	Survey (Field Staff) N=40 ²
Affiliated or Enrolled with AZ Tribe	6 (17%)	2 (5%)
Gender: Male	34 (94%)	24 (60%)
Gender: Female	2 (6%)	13 (33%)
Age: ³		
21-29	0	3 (8%)
30-39	4 (11%)	10 (25%)
40-49	15 (42%)	16 (40%)
50-59	13 (36%)	8 (20%)
60-69	4 (11%)	0
Years Worked in Law Enforcement:		



1-3 years	0	4 (10%)
3-5 years	1 (3%)	4 (10%)
6-10 years	0	6 (15%)
10-20 years	12 (33%)	12 (30%)
20+ years	23 (64%)	11 (30%)
Level of Education:		
High School Diploma/GED	7 (19%)	11 (30%)
Some College	0	1 (3%)
Associates Degree	2 (6%)	6 (15%)
Bachelor's Degree	12 (33%)	11 (30%)
Master's Degree	11 (31%)	6 (15%)
PhD Doctorate Degree	1 (3%)	
Position:		
Police Chief	12 (33%)	
Lieutenant	5 (14%)	4 (10%)
Sergeant	6 (17%)	5 (13%)
Detective	4 (11%)	9 (23%)
Commander	3 (8%)	
Captain	1 (3%)	
Chief Investigator	1 (3%)	
Sheriff	1 (3%)	
Deputy Chief	1 (3%)	1 (3%)
Patrol Officer		10 (25%)
Investigator		1 (3%)
Corporal		2 (5%)
Administration	2 (6%)	1 (3%)
Crime Scene Technician		1 (3%)
Police Support Assistant		1 (3%)
Background Investigator		1 (3%)

¹ For 4 agencies there were multiple interviewees during the time of the interview as a group interview. For those agencies, only the demographics of one interviewee were taken. Therefore, a total of 41 individuals were interviewed, but only 36 have demographics for this report, and only 33 agencies are represented.

² Three field officers did not report any demographic information as part of their survey

³ Note: Not all percentages total 100% due to some survey respondents not answering certain demographic questions. Regardless, the total N was used to determine the percentages presented in the Exhibit.



Information Regarding Missing Persons Cases

Missing Persons Policies

The key focus of missing person policies is to set forth processes and alerts to accomplish the ultimate goal of finding the missing person. Interviewees and survey respondents were asked about whether they had a missing person policy and what that policy entailed. A common theme amongst police departments was the importance of the policy to help provide guidance and structure to determine the circumstances and type of missing person's case. Making case determinations to be able to bring in appropriate resources quickly was a goal of many of their policies. Especially when dealing with children, having clear information is vital to escalating the proper cases. Initial report taking and proper escalation to supervisors was a common process identified across departments. One interviewee noted:

For children, the first goal is [identifying the] type of missing child we are dealing with. The 911 determines the level of threat from the call. Did not show up from school versus runaway note, range from standard runaway - if there is a mental deficiency that changes the response. If there is a true abductor or kidnapping that heightens the call priority.

- City Law Enforcement Manager

These missing person policies are designed to provide a frame of reference for personnel to understand what their response should be when faced with different missing persons situations. Policies provided by several departments outlined the process of case determination and how to expand investigations. These policies also outline entry into various databases such as the ACJIS (Arizona Criminal Justice Information System), NCIC (National Crime Information Center), AMBER Alerts and ACIC (Arizona Crime Information Center). Interestingly, for some departments these databases are only in the policy for missing children, while missing adults go through DPS' (Department of Public Safety) Endangered Person Alert System.

The process for missing person cases start with the initial report acceptance and judgement of the responding deputy or field officer. These 1st points of contact with the reporting party and scene are seen as critical for making escalation determinations and bringing in additional resources.

Figuring out the circumstances of the case is important to ensure the right response for both children and adults. Furthermore, capturing this initial information is critical to providing complete and accurate entry into database and alert systems. Many of these initial investigative steps are laid out in formal policy, but other elements are based on officer and supervisor discretion.



Initial Response and Investigation

According to interviewees, capturing initial information is often a team effort between dispatchers taking the initial call and the responding field officer to the scene. Making determinations about case factors (both direct and indirect) is often the first step in responding to the situation. Some departments have more formalized missing person's worksheets, others aim to capture as much contextual information as possible in the case narrative. The goal is to answer basic questions such as who, what, when, and where. These pieces of data pave the way to asking for more help and disseminating further information regarding the missing person.

Potential factors of interest are:

- Weather
- Time of Day
- Medical Needs
- Vulnerable Adult/Child
- Disappearance history
- Mental Health Capacity
- Suspected Criminal Activity
- Age
- Potential Danger

One law enforcement officer spoke to the importance of dispatchers also being trained to ask the correct questions to get as much information as possible during a critical period of the case.

We need dispatchers who are trained in proper techniques to get as much info as possible. The investigation truly starts with the phone call. Ask the right questions. Keep them on the phone till officers arrive.
- City Law Enforcement Manager

Across all departments interviewed, a key initial response to missing person cases was sending a field officer to the scene. It is important to note that a field officer may not always be sent onsite if the circumstances of the case appear to not require it. This stresses the importance of the 911 responder and field officer capturing good contextual information relevant to the situation so a determination can be made. Several officers noted that while the initial response on child cases may be similar, the potential for an escalated response is much higher.

Developing a chain of command and activating additional resources and tools was a common practice amongst departments. Getting the team involved early in the case was a goal of the initial response and a determining factor in successful cases. Smaller and more rural departments also often noted the need to bring in support from other nearby agencies.



Patrol supervisor will determine the scale of the search based on the initial investigation statements; we may involve the PIO office to put out a search. Especially for vulnerable adult cases. We want people to be able to help out.

- City Law Enforcement Manager

One department explained their response for a missing minor as follows:

Here's what can happen in our agency. We have an 8-year-old girl. Sister called 911 stating her sister should have been home 1/2 hour ago. That triggers dispatch to send out patrol officer. Everyone available drops everything and goes to the area. While responding, dispatch sends out an instant text message to the command center, Lieutenant, Captain, Sheriff who all get the message, which can trigger the response from detectives, get everyone into the area [as soon as] possible.

- County Law Enforcement Manager

A common escalation response for missing children cases, is to bring in additional resources and agencies to assist with the search and case. The Child Abduction Response Team (CART), a multi-agency response task force including local, state and federal authorities, was mentioned by several agencies as an important partner to bring in for support and additional skilled staffing.

Social media and electronic data were reported as very important considerations. Many departments need skilled staff to be able to properly utilize digital forensic evidence. It was noted by several departments the importance of figuring out social media connections and contacts especially for cases involving children.

The device thing is important with kids. Trying to gather info on social media profiles, communication via smart phones, games, etc. and unusual circumstances. A lot of times we have custody issues between families. A big thing now with juveniles is who they've been in communication with on the internet.

- City Law Enforcement Manager

Another consideration with child cases is the emotional response of officers. Several departments noted that working these cases requires a focus and discipline even when cases are provoking a difficult emotional response.

Missing Persons Skills, Experience and Training

Law enforcement leaders and field officers around Arizona outlined a broad range of skills, experience and training needed to conduct effective missing persons investigations. One of the biggest challenges faced by many agencies is gaining experience, especially for less-tenured officers, when the cases are few and far between. For smaller agencies, cross-training is very important, as "officers do it all," and they do not have special missing persons investigators or



units. Agencies have continual training needs with personnel turnover, changing technologies and new/modified approaches in the field. Most of the agencies interviewed did not have the resources or expertise to provide a Missing Persons training in-house. Over 50% of respondents cited the need for high-level, specialized training in this topic.

The foremost skills and experiences needed by missing persons investigators include investigative skills (prioritizing case elements, interviewing skills, case management, thoroughness in follow up on leads), knowing how to collaborate and network with other agencies, and having computer and database skills so that notices go out quickly. Experience, training, or involvement with CART training was seen as very valuable, and several agencies contacted were members of a CART team. Other key skills include handling crisis situations, relationship building, accessing victims' advocates, and passion and tenacity for this particular type of cases. As noted by one leader, "It takes a special type of law enforcement officer for this work."

Law enforcement leaders emphasized the importance of training in the importance of "frontloading" the initial response to a missing person's report, by using strong interviewing skills and outreach/follow-up skills to activate and mobilize many resources. It was also felt that officers who had case experience and strong networks in the law enforcement community and local community resource agencies were keys to effective work. Being able to shadow and co-investigate cases with a seasoned officer was seen as valuable. Several officers commented that "just Basic Missing Persons training" is needed, because although there are a lot of homicide courses, there seems to be less offered on missing persons.

Tribal Perspectives

One of the strongest themes in interviews with Tribal law enforcement leaders was the need for skills and experience in collaborating across law enforcement agencies at all levels (Tribal, county, state and federal) in order to successfully address MMIWG cases. Often small Tribal law enforcement agencies with limited resources and staff must count on off-Reservation support such as helicopters, search and rescue teams, computer support, DPS, FBI, and others to respond effectively to cases. Also, Tribal officers benefit from having skills and experience around contacting and collaborating with other Tribal agencies such as social services, domestic violence service providers, and substance abuse agencies. One Tribal department noted that they have only one dispatcher, so working together with the county sheriff's dispatcher can help with the call volume they experience. Smaller or remote agencies are still building their technological, database and/or communication infrastructure to be able to send alerts out, or post to crime databases, and so officers must have knowledge and skill of what off Reservation resources are available and how to collaborate with them. As noted by one law enforcement leader:



The majority of Indian country agencies don't have specialized units to handle cases on their own; it's important to know what resources we can reach out to.

- Tribal Law Enforcement Manager

Several leaders mentioned that their agency does not have a lot of experience, because they haven't had that many missing persons cases, and noted:

We get rusty... it would be helpful to have checklists, one place to get all the information and resources to contact, to reach out to...

- Tribal Law Enforcement Manager

Having commitment, passion and training in missing persons was the most common response from Tribal enforcement officers regarding what is important in addressing MMIWG. An important quality for Tribal law enforcement officers is knowing the community, family issues, geographical and social challenges.

Usually officers know the country, 'cause we grew up therewe may know how families are related, so they have more passion [for the work] and have good knowledge to work in the community.

- Tribal Law Enforcement Manager

An interest was expressed to have specialized training in missing persons with a focus on the unique situations in Indian country, as well as general missing persons investigation skills. One leader noted that an MMIWG training recently attended was "eye opening" regarding the problem and issues surrounding Indigenous women and girls. Most training attended by officers is conducted off Reservation, and Tribal leaders see a need for more regional training to bring collaborating agencies together. Training in using a range of helpful databases was also mentioned.

Field Officer Perspectives

Field Officer surveys revealed a comprehensive list of the numerous skills and experience that field officers believe they must have to effectively address missing persons cases. Most frequently mentioned were general investigative and interviewing skills, including knowledge of culture and risk factors, and the ability to build trust and relationships with families. Dedication, passion and tenacity were seen as important qualities in investigative officers.

The ability and knowledge to network and use interagency and intra agency resources was seen as critical to achieving a comprehensive and quick response. Several respondents focused on the need for technological skills and experience, such as how to access technology for locating people, and use of databases and alerts. A number of officers provided specific ideas about abilities that are important for law enforcement staff to possess to be effective in responding to missing persons calls such as organization skills, attention to detail, documentation and writing



skills, thinking outside the box, and geographical knowledge. Attending specific training on missing persons and attending Missing in Arizona Day was mentioned as important. Some mentioned that Missing in Arizona Day is an event that brings together law enforcement agencies and support services all in one place to help the families of missing people, no matter how old the case. Several field officers also mentioned the importance of such things as checklists and experience working on cases in building confidence and increasing skills. The importance of agency-wide training and use of standard protocols was well stated by one respondent:

[We need] plenty of staffing available to respond to assist within minutes, a policy and guide that provides clear instructions for all police departments especially those that don't have a high percentage of these types of case. Also a large poster board with a bracket that clearly describes step-by-step the directions of conducting a missing person's investigation that begins with the initial phone call from the complainant reporting a missing person and how to proceed from there until the point where the AMBER Alert has been requested and approved and so on.

- Field Officer Survey Respondent

The Exhibit below summarizes the types of training mentioned by Law Enforcement management and field officers as important for building skills to address missing persons cases.

Exhibit 23: Types of Training Law Enforcement Officers Recommend for Addressing Missing Persons Cases

Types of Trainings Seen as Critical for an Effective Missing Persons Investigation

CART (Child Abduction Response Team training), FBI, DPS, and Police Academy trainings

Alert systems (AMBER, Silver, etc.);

Registries and databases (NCIC, NamUs, NCMEC, etc.)

Use of technology and communications networks to locate people (e.g. "pinging" phones, social media, etc.)

Understanding mental health issues, crisis intervention skills

NCJTC (National Criminal Justice Training Center) training on Missing Children

Basic Missing Persons training

Child Exploitation and Trafficking

MMIWG issues and approaches in Indian country

Forensic interviewing in cases of missing children

AHEA (Arizona Homicide Investigators Association) trainings



Training in social media, apps, and electronic habits of young people in particular

Current trends, research and patterns and accurate data regarding MMIWG prevalence

Jurisdiction issues in Tribal lands

Training Interests, Commitment and Logistics

Since law enforcement agencies operate 24/7 with continual demands, the first considerations for training are cost, location, and time commitment. More than 50% of law enforcement management staff named time and cost as a primary concern, but an equal number went on to say they welcome and support training in the topic of missing and murdered Indigenous women and girls. A couple of leaders stated the importance of providing training at all levels of the organization, including patrol officers, detectives, and administrative staff because all have a role in responding. A State Law Enforcement Interviewee mentioned that this is an issue relevant to all, “We need to know that it is NOT just an issue for Tribes, Nations...it affects all our communities.”

To address the issues of time, logistics and cost, the following suggestions were made:

- Provide training locally and regionally (e.g., Northern Arizona region);
- Provide on-line learning, webinars (especially during COVID and for those with limited staff coverage);
- Utilize Native American trainers if possible, or trainers who live in Tribal communities;
- Schedule at a variety of times and days, not just one big training, to allow different shifts to attend;
- Conduct regional trainings over a period of days, in 2-4 hour chunks. Eight-hour trainings are too time/cost intensive; and
- To garner support and buy-in to training, reach out to the Arizona Homicide Investigators Association and the Arizona Association of Chiefs of Police.

Those interviewed recommended that content of training around MMIWG should include:

- Research, history, patterns, and causes behind MMIWG;
- Cultural experience and daily experience for kids living in Indian country;
- Protocols and practices for first response in missing persons reports; and
- Trainings tailored around Missing Persons related to Indigenous/Tribal realities and issues.

Another theme that emerged when asked about interest in training was a desire to understand the extent of the problem. A few agencies have had very few cases over the years, and so are not sure if it should be a high priority for their area, and they feel unclear about the scope of the problem.



[We] need to be able to provide data that this issue really exists. [We] need to have the numbers better speak for themselves...[we] have been working on interdiction of protecting children in regards to trafficking...the misperception is that it is international, actually this is mostly homegrown. Need to get info to create eye opening experience...make aware of numbers affected here at home, in our area.

- State Law Enforcement Manager

Many went on to say they still would welcome the opportunity to learn more. For example, one interviewee stated:

If we started having high rates of field reports from on-duty officers, then we would likely want to mandate this type of training.

- State Law Enforcement Manager

Sorting through the many associated aspects of missing and murder cases was a topic for a couple of interviewees, as they discussed training interests in topics of sex trafficking and interdiction techniques.

Databases and Data Tracking

Both Tribal and non-Tribal law enforcement agencies utilize a variety of federal, state, and non-profit-run systems for reporting missing incidents and homicides. These include the National Crime Information Center (NCIC), the National Missing and Unidentified Persons System (NamUs), the National Center for Missing and Exploited Children (NCMEC), and America's Missing: Broadcast Emergency Response (AMBER) Alert. NCIC is an electronic clearinghouse of crime data organized into 21 "files," 7 related to property and 14 relate to people, that are accessible by criminal justice agencies across the United States. NamUs acts as a clearinghouse of information on missing persons and as well provides forensic services, investigative support, training, outreach, and victim services with the goal of helping to resolve missing, unidentified, and unclaimed person cases. NCMEC describes itself as "a private, non-profit 501(c)(3) corporation whose mission is to help find missing children, reduce child sexual exploitation, and prevent child victimization." AMBER Alert is a program operated out of the Arizona Department of Public Safety that sends out alerts on child abduction cases to law enforcement agencies and media outlets to facilitate immediate emergency response.

The law enforcement interviewees were asked to provide information about their agency's use of these systems for reporting.



NCIC (National Crime Information Center)

Most of the non-Tribal law enforcement interviewees reported quick entry of missing persons' incidents into the NCIC, with the time varying by agency and was often described as being dependent on when an agency makes certain determinations about an incident. Some representative responses regarding the timing of such reporting included "Immediately," "within one hour," "within a two-hour time frame," and "ASAP."



Interviewees sometimes reported this was a hard deadline included in their agency's policies on missing person cases. One interviewee noted that while their agency broadcasts a Be on the Lookout (BOLO) within an hour, there is no timeline in their policy manual for entering the information into NCIC; it is understood to be ASAP. The timing of reporting in NCIC was often tied to the processes of confirming that an individual was truly missing, which the interviewees noted as involving further investigation, including visiting the reporting party. Thus, the individual responsible for entering missing person data into NCIC is typically the patrol officer, detective, or deputy who made such a visit although one interviewee indicated their agency calls such cases into a Regional Communications Center for entering into the NCIC.

Some of the interviewees highlighted the difference in the way incidents of missing children, older adults, or other vulnerable populations (e.g., mentally disabled) are handled. At these interviewees' agencies, particularly in the cases of missing children there is a sense of urgency to get the information on the child into NCIC right away. Few interviewees distinguished between missing child and missing adult incidents in how they are handled by their agency, but one reported that their process for adults includes determining whether the person is missing by their own choice; such incidents are only sometimes entered into NCIC. Another interviewee indicated that while children get quickly entered into NCIC "almost immediately," it takes "about 24 hours" before adults are put into the system. One interviewee described their agency's process for determining whether an incident involving a missing child would go into NCIC:

An officer goes on a scene and figures out if it's a repeat similar situation, for example, they run away all the time or if it is different - this run away is suspicious. They know the families deeply in a small community. They determine if it's out of the ordinary and for sure will go in NCIC.

- State Law Enforcement Manager

Most of the Interviewees from Tribal law enforcement agencies (4 out of 5 agencies) reported that their agency used NCIC. One interviewee reported that entry of information into the



database was “case specific, but generally within hours.” Others described a process of investigation to determine whether the individual was truly missing similar to that mentioned by the non-Tribal law enforcement interviewees, with emphasis on as timely a determination as possible when it involves a child. However, it appears making such a determination takes an extended period of time in at least some instances. One Tribal law enforcement interviewee described their agency’s process:

Depends on the report and, if indeed missing, it will go in...usually within the day. We try to do follow up as quickly as possible. Sometimes takes some time to do... We want to be careful not to input not too early to verify they’re truly missing. With most recently reports of missing, by the time we get info, it’s been several days to one to two weeks. So then we’re trying to follow up by end of day. Depending on the info we gather, if it is a young adult with no history of issues, then we are most likely going to do thorough follow-up before entering the info.

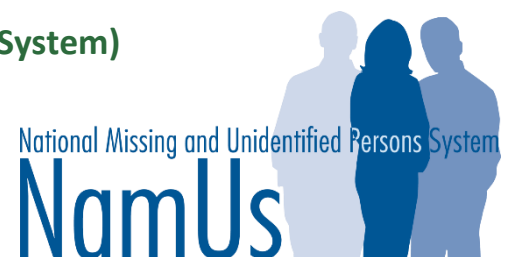
- Tribal Law Enforcement Manager

Another Tribal law enforcement interviewee described a similar determination process used before entering a missing minor incident into NCIC: “It depends. The child could be missing [or might have] gone down the river in a kayak. The community is conducting a field search, there’s dive time. Let’s say they get kidnapped. It could be a civil matter, a parent picked up the kid and took off. Or they’re staying with a friend.”

About three-fourths of the respondents to the Law Enforcement Survey also indicated their agency reports missing incidents into NCIC. Many of these respondents reported that this occurs “immediately” or within one or two hours, with some citing the legal requirement of entering such an incident into the system within two hours if the missing person is under 21 years of age.

NamUs (National Missing and Unidentified Persons System)

The non-Tribal law enforcement interviewees were split as to how soon after a missing incident is reported to their agency that it is forwarded to NamUs. A number of the interviewees indicated it is done “immediately” or ASAP. As with NCIC, some interviewees were very specific about when the report goes to NamUs. For example, one interviewee stated, “Within two hours of the initial report, from the report of missing.” Another interviewee said, “ASAP, as soon as practical. NCIC is usually first.” In contrast, some interviewees reported there was no timeline, that the decision to report to NamUs was case-specific and more often used for cases that have stayed unresolved for a period of time. As one interviewee explained, “It’s something the individual detective may do, I couldn’t give you a timeframe. There’s no policy to report into NamUs. It’s



based on the investigator's judgement cases by case. Another interviewee reported, "We do after all other leads are exhausted. It depends on the situation and risk factors.

Most of the Tribal law enforcement interviewees indicated their agency did not report missing incidents in NamUs. One of the two Tribal law enforcement interviewees who affirmed that their agency has used NamUs indicated that they do so only when human remains are found. This interviewee explained, "It's case specific. If they find remains, if there are no leads then it will be put it into NamUs so hopefully other cases and citizens can review." The other such Tribal law enforcement interviewee was unsure when their agency entered a missing incident into NamUs. They reported that the agency's detectives would enter a report into NamUs but was not sure if dispatch staff could.

Only a few of the Law Enforcement Survey respondents indicated their agency reported missing incidents into NamUs. The largest proportion of respondents did not know whether or not their agency reported such cases in NamUs and only two supplied information about how.

NCMEC (National Center for Missing and Exploited Children)



Most of the law enforcement interviewees indicated that their agency "immediately" or quickly reports missing minor incidents into the National Center for Missing and Exploited Children (NCMEC) database. A few interviewees stated that their agency reported a missing minor incident in NCMEC around the same time as when the incident is reported into NCIC.

Some interviewees indicated that their agency's use of NCMEC is not time-specific but rather more related to the specifics of the case. For example, one interviewee qualified their agency's usage of NCMEC:

But only under extreme cases they are immediate. But we don't report every runaway in there. We get hundreds of runaway cases a month with group homes. Anything with an AMBER Alert, severely vulnerable juveniles, or highly probable exploitation.

- City Law Enforcement Manager

Another interviewee tied such reporting to a case remaining unresolved for a certain period of time: "It depends on what kind of info we have. But usually if the individual hasn't been located in a reasonable time. Usually within a week." Similarly, an interviewee related their agency's using NCMEC to lack of resolution in a case: "As soon as reasonably applicable. [When we've] exhausted usual leads."

A number of the Law Enforcement Survey respondents indicated their agency reported missing minor incidents in the National Center for Missing and Exploited Children (NCMEC) database.



However, a larger proportion reported that their agency did not use NCMEC, and an even greater proportion of the interviewees did not know whether their agency reports missing minor cases in it. For those who responded that their agency enters missing minor cases into NCMEC, most indicated such entry occurs quickly. Responses included ASAP, three hours, within a few hours, within 24 hours, and “with the NCIC entry.”

Tracking Race & Ethnicity

The process for tracking race and ethnicity was generally based on self-reported data from victim or reporting party. Race and ethnicity are generally recorded into police record keeping systems and national databases based on federal breakdowns for reporting. Most organizations track the same races and ethnicities as the NIBRS and NCIC systems:

NIBRS & NCIC Race Codes	
American Indian or Alaskan Native	A person having origins in any of the original peoples of the Americas and maintaining cultural identification through Tribal affiliations or community recognition
Asian or Pacific Islander	A person having origins in any of the original peoples of the Far East, Southeast Asia, the Indian sub-continent or the Pacific Islands
Black	A person having origins in any of the black racial groups of Africa
White	A person having origins in any of the original peoples of Europe, North Africa, or Middle East
Unknown	Records for Hispanics should be entered with the race code most closely representing the individual.)

Capturing specific Tribal affiliation or membership was not a practice that any department interviewed had formal tracking for, although many officers noted that Tribal affiliation or membership might be tracked in the case narrative. As federal reporting systems such as NCIC, NIBRS and others do not make a distinction for specific Tribal affiliation or membership, departments need to utilize their own database systems and case narratives to document this information.

Has never happened, typically would document in the reports. Would be in the field notes, our record management system just changed and there is an opportunity to now add in Tribes. Has not been discussed or trained yet. Still primarily would be documented in the narrative.

- University Law Enforcement Manager



We do not, in the demographic. This may be in the narrative report. There is a part of the records system to add additional information. If it was given on the initial call, all the info is searchable so if it was said it would be recorded in the narrative.

- City Law Enforcement Manager

America's Missing: Broadcast Emergency Response (AMBER) Alert

The AMBER Alert was commonly reported by the law enforcement interviewees as being activated for missing minor cases immediately or ASAP. Many of the respondents noted that requests for AMBER Alert activation are made to the Arizona Department of Public Safety (DPS), which operates the system, and that such a request is only made after the agency determines alert criteria have been met. One interviewee explained their agency's AMBER Alert activation process:

There are specific qualifications before we need to activate it. There's no timeline. [Do we] have a vehicle, a suspect, demographic information of the child taken? ASAP after we check the boxes.

- City Law Enforcement Manager

Another interviewee similarly described their agency's process: "Patrol will go through the checklist for AMBER Alert. Once it qualifies, it gets sent in immediately." An interviewee mentioned that it can take their agency as long as an hour to determine if the criteria are met. Some interviewees described a more deliberative process of determining whether to activate the alert. One such interviewee stated, "Immediately if in harm's way. Or late from school, we may wait and see."

Two of the Tribal law enforcement interviewees indicated that their agency has a policy on activating the AMBER Alert. One of these interviewees indicated their agency followed the Arizona protocol for AMBER Alert and explained its activation timing and process: "Usually immediately. If a child is abducted that is automatic AMBER Alert...And then we go back and ask a lot of questions about the situation. Then that helps separate whether it's a runaway versus forceful abduction." The second such interviewee similarly described their agency's AMBER Alert process and experiences:

The child must be in danger, sometimes there is a parent custody battle and one of the parents will take the child which our officers have to discern is it an activation for AMBER alert or not. In the last 10 years, we only have had a few AMBER Alerts; it doesn't happen often here. You have to build up to the alert. Officers may be trying to get information for like an hour.

- Tribal Law Enforcement Manager



Most Law Enforcement Survey respondents indicated that their agency uses the AMBER Alert system. The timing of and criteria for activating the AMBER Alert after a minor is reported missing varied across the respondents. Some cited indicated a very short time – “Immediately,” “within one hour,” “two hours at most.” However, a number of the respondents reported that activation of the alert is dependent on determination that the criteria for the alert have been met. For example, one survey respondent reported, “As soon as information is known that the incident qualifies.” Another survey respondent answered, “County protocols are followed for these cases.”

Next of Kin and Victim Advocates

Most of the non-Tribal law enforcement interviewees provided a broad definition of who their agency considers next of kin when working with missing and murdered cases, which generally involved a hierarchy of relatives by marriage and blood. One interviewee described their agency’s process for identifying next of kin for adult: “We determine the family structure. For an adult male missing, the wife is next of kin. If they’re not married, their mother or father, then siblings.” Another interviewee similarly reported that their agency considers next of kin to be the missing or murdered person’s spouse, followed by blood relatives. An interviewee for one law enforcement agency described a slightly different hierarchy being used in determination of next of kin for an adult:

First, we go to the spouse. If there’s no spouse, their children. We do data research. If there are no children, we’ve ended up doing parent... Sometimes people haven’t had anyone; we’ve reached out to a cousin we had to track down.

- City Law Enforcement Manager

Regarding defining who is considered next of kin for a missing or murdered minor, one respondent noted that commonly a parent or other caregiver is the person reporting the incident. However, another interviewee offered an example of cases involving minors that may require more legal considerations regarding determination of next of kin:

You may have a juvenile not in custody of their mother. In that case, it’s whoever is legally responsible for those individuals. If it’s a foster parent, we probably will have already been in contact, these types of situations we would also notify CPS to notify the case manager.

- County Law Enforcement Manager

One interviewee noted a major limitation regarding who would be considered next of kin in a missing or murdered minor or adult case: “It would have to be the husband, wife, sibling, parent, or legal guardian. Boyfriends and girlfriends don’t count.”



Most of the non-Tribal law enforcement interviewees reported that they communicate with next of kin in missing person cases very quickly. A number of interviewees pointed out that, in fact, the person who reports the case is commonly the missing person's next of kin. Along these lines, one interviewee stated: "It's usually the reporting party. We are very quick to get them involved as they generally are helpful in the investigation." Another of the law enforcement interviewees similarly reported: "As soon as practical, it is often the reporting party. Try and establish a family member quickly." In situations where next of kin is not readily identified, the non-Tribal law enforcement interviewees most commonly reported that they continue their research using in-person and virtual investigative methods. One interviewee described their agency's "on-the-ground" approach: "We sometimes can't reach anyone. So we go out to the residence, going to communities where they live, get family members. We do a lot of searching to find someone, door-to-door." Another interviewee offered a picture of an approach based more on telephonic and e-mail communication and on-line investigation:

We do extensive research of what we can when we can't locate one. Out of state, [in case of a death] we send other law enforcement agencies to contact them. We ask our criminal analyst to come up with someone associated with them. Once it was a good friend. We have notified friends when there's no good alternative. We use a lot of open source databases. Googling. They come up with people associated with the person. If there's a traffic incident, even out of state. Is their vehicle titled solely in their name? Or house or property titled?

- City Law Enforcement Manager

One of the interviewees reported that their agency's approach when no next of kin is initially found is somewhat dependent on the type of missing person in a case. They explained:

That depends on the unit. With vulnerable adults we pretty much have a good idea. But with missing adults, our analysts and records section will continue to locate and contact next of kin, relatives. If it gets to a point, we may have to get in contact with friends to help find relatives. For minors, if it's not parents it's DCS, and they have an idea of who next of kin are.

- City Law Enforcement Manager

The Tribal law enforcement interviewees commonly described blood relations as being considered primary next of kin when working on missing and murdered cases, although some also mentioned aspects of identity relations specific to their culture. For example, one interviewee stated, "Next of kin is by relative. And clan. Whoever they identify as next of kin related to the family." Another interviewee explained, "By blood, the community and society are matriarchal, everything falls into mothers' family. Mom, dad, and extended go down the mother's family side." A third Tribal law enforcement interviewee also reported that blood was dominant but indicated that a partner in a relationship where there is no legal marriage would



also get some consideration: “We would define ours by blood. In Native Country, most people don’t get married, they just live together. So we would do it by blood. Usually if you’re talking about next of kin when someone’s deceased, it’s family blood first. Second – marriage or living together.”

Most of the Tribal law enforcement interviewees indicated that their agency communicates with a missing person’s next of kin when the incident report is filed. One of the interviewee’s offered a somewhat different response regarding such communication: “Within an hour after the responding officer receives case, unless next of kin is suspect.”

Most of the respondents to the Law Enforcement Survey reported that their agency typically gets in communication with the missing person’s next of kin when the incident report is filed. The survey respondents most commonly identified pursuing additional investigation as being what is done if no next of kin is initially identified. A few respondents offered insight into this additional investigative process. One of them explained, “We continue to gather information to provide leads to investigate, contact resources such as schools, enrollment database, social media, and employment to determine who has had guardianship or associations with the missing person.” Another respondent stated, “They would likely have been identified when the report is taken and either some family member or the state, if the minor is a ward, would have that information. If, as an officer, I can’t identify, then the detectives will usually take over searching for next of kin.”

Victim Advocates

Of the non-Tribal law enforcement interviewees who indicated their agency contacts a victim advocate in missing person cases, only several identified such communication as occurring ASAP. One of these interviewees reported, “We have victim advocates we use for a myriad of purposes. We have them on speed dial. I would estimate within the first hour of an investigation. We rely heavily on our victim services.” Another interviewee stated, “It really depends on the emotional state and need of the reporting person/next of kin. We may not have the resources to help do counseling, so we try to get in contact with a victim advocate ASAP.” However, the interviewees more commonly described the timing of contact as being more case-specific that attached to set timing. As one interviewee explained, ““Sometimes we’re still doing investigating and the family is not needing assistance. It depends where the investigation goes. With a runaway, it’s their choice. If the family is in crisis, we request it right away. So it’s sometimes immediate and sometimes down the road.” The non-Tribal law enforcement interviewee reported using victim advocates for a variety of crimes mostly common violent crimes such as homicide, domestic violence, and sexual assault. As one interviewee stated, “A majority of use is when the crime is committed against someone else. It’s usually for things like murder, DV, assault. The victim’s advocate help with the attorney. Usually our cases managers advocate for those missing people.”



Most of the Tribal law enforcement interviewees indicated that their agency typically gets in communication with a victim advocate for each missing person's case. As with contacting next of kin, such communication occurs at the time of the filing of the incident report.

Law Enforcement Survey respondents most commonly (n=9) identified the time of filing an incident report as being when their agency would typically get in touch with a victim advocate in a missing person case. Two respondents indicated that such contact would occur when an AMBER Alert is issued. Some respondents reported that contacting a victim advocate depended on the wishes or needs of the family. One of these respondents stated, "We allow the family to make the decision if they would like to speak to one." Another respondent explained, "When the reporting party or family member needs one."

Homicide Cases

Homicide cases and policy frequently reflect the activities undertaken for a missing person case. When discussing homicide case policy and processes with various departments, many noted the initial steps and approaches to murder and missing cases are frequently the same. Again, a large burden is on initial responders to clearly paint a picture of the situation to escalate and bring in additional resources and teams quickly. In many instances departments and officers are not responding to murders but rather to other calls or situations that are later identified as homicide cases. This exemplifies the importance of the initial information intake to ensure officers know how to properly respond to the scene.

Almost 98% you are not responding to a murder, you are responding to something else a shooting, dead body on the road etc. depending on the call in the initial mindset may be different than murder. If it comes in as a shooting, could change the mindset someone could be armed, it could be dangerous. Then goes into securing the scene. Getting statements from witnesses at the scene. Transport to hospital. Get notifications to homicide unit to get them started on it. Very rarely does the dispatcher send someone out for a "murder".

- City Law Enforcement Manager

Patrol and dispatch staff play an essential role in the early stages of the report and investigation as the catalyst for jumpstarting a larger investigation. Initial case identification and developing basic information about the victims and scene is the first step in investigations. Sending a patrol officer or deputy to the scene to accomplish this was the most frequently mentioned response to the first steps of a homicide case. Correlated to sending out patrol officers was the importance of securing the scene evidence and interviewing the reporting party as they are often a critical jumping off point to start identifying additional leads. Once a murder has been identified, departments had a common process of utilizing a strong command structure and supervision



staff to begin mobilizing every part of the agency. Quickly bringing in a supervisor for coordination and mobilization was also noted as an important first response.

Elements of Initial Homicide Response:

- Responding and securing the scene
- Homicide/Crime determination
- Contacting Supervisor
- Activating additional detectives and resources *'all hands-on board'*
- Bringing in external agencies/resources
- Notifications/Dissemination of information

Child homicides bring with them additional challenges and often specialized personnel. When there is a child death in the home, involving the crimes against children or abuse units is a first step to determine what happened and if DCS needs to be involved. These cases also require additional emotional support for both investigators and victim's family members and having victim advocates who can respond and assist the traumatized family members was seen as important. Needing to decipher potential child abuse situations was a common response amongst departments, it was noted these cases are challenging, require nuance and often involve cover-up.

If minor is part of family--- we treat everyone suspiciously, as we don't know. Especially in possible suicide, to find out what truly happened.
- City Law Enforcement Manager

Additional Tribal Perspectives:

Initial case response for both Native Americans and involving Tribal land/Tribal law enforcement have additional complexity for the responding police department. The key factors that create a different initial response for Tribal members are a combination of geographic, technological, resource and jurisdictional factors. With many Tribal law enforcement agencies and communities being highly rural there is often collaboration with neighboring county police and sheriffs. Departments noted that the jurisdictional response is often unclear and that many less experienced officers have difficulty understanding what the proper response is.

Unique Tribal factors in initial homicide response include:

- Jurisdictional issues
- Cell Service
- Technology Capabilities
- Department Resources
- Distance
- FBI response/involvement



This is of particular importance when dealing with Native American victims where case jurisdiction must be identified before serious case work can begin. This can be a challenge for both officers and victims. Officers often lose out on the precious time at the case initiation when evidence is fresh, and leads are most likely to be fruitful. Victims often do not know who to call or will ask for additional help from non-Tribal departments if they feel their case isn't being fully addressed or followed up on. These jurisdictional issues can create delays and complications that can delay actual case work and investigations. One officer noted that it is important to get a Tribal police officer point of contact attached to the case if a non-Tribal agency is assisting, in order to ensure they have authority and clearance to be working the case

Family worked with [X Tribe] policy, ran out of leads, then family contacted Sheriff's department asking for help. They tell family they have to say it was in their area, Sheriffs call [X Tribe] saying they've asked for help and then [X Tribe] usually accepts, oks' their support. They would always attempt to have some [X Tribal] officer attached to the case, even if not familiar, so you have their authority.

- County Law Enforcement Manager

Very important to have FBI help because they have more resources... it is always about who's going to pay for the investigation.

- Tribal Law Enforcement Manager

Timelines can also be an issue, some areas can take a long time for a FBI response, which can leave cases not responded to for several hours, as noted by several Tribal departments, this delay can often be several hours.

FBI response? Not really quick response. They come out of [X City] two hours away. Usually takes 4-5 hours for them to arrive... FBI responds quicker in [X Tribe]. It was a lot slower in [X Tribe]. A lot of distance to travel.

- Tribal Law Enforcement Manager

Homicide Cases Skills, Experience and Training

A consistent perspective of law enforcement agency staff was that the challenges and difficulties surrounding most homicide investigations require extensive specialized training, strong investigative skills, and experienced officers to be successful. For many departments, the homicide detectives are their most seasoned officers, although few of the departments interviewed had a specific 'homicide unit'. It might be a Special or Criminal Investigations unit, with responsibility for all major crimes. Smaller agencies might have only one to several detectives that handle all major crimes, or they may belong to an interagency homicide task force.



Experience on prior violent crime cases is seen as a key quality needed for successful homicide investigations. One challenge for all organizations, but especially for smaller or more remote areas, is that homicide is a relatively rare event, and so getting experience can take many years. Some organizations have a stepped ladder with requirements for advancement or have ways for newer officers to shadow seasoned detectives. Current experience with new methods, experience testifying at trials, and proficiency in evidence gathering can be difficult to get, or to maintain, if a department has turnover.

The most critical training for homicide detectives is seen to include classes on digital forensic training, evidence collection, interview and interrogation training, force dynamics training, case law, tactics, use of technology and database resources, procedures, homicide report writing, and teamwork and collaboration skills. One difficulty noted in training was that some Tribal officers may get training at a policy academy in New Mexico, but then sometimes aspects of that training may not be considered parallel to Arizona requirements, which some may see as an unnecessary barrier. Staying up to date with new methods and technologies is always a concern for law enforcement managers. One interviewee noted the importance of training patrol officers thoroughly:

Patrol officers could use a lot of courses, e.g. blood spatter, child death, infant death, sexual assault---learning all those aspects of situations and what is happening...makes for better investigations and response. Homicide could have been anything, so need to know a lot of different things.

- County Law Enforcement Manager

Training is procured at police academies, at the federal law enforcement academy in Georgia, FBI law enforcement commission training, advanced homicide school, BIA certification, and at various conferences. Law enforcement staff would like to see more cross-agency training with different departments around the state to share techniques and experiences.

Collaboration and communication skills figure prominently in both dealing with interviewing witnesses and gathering evidence, as well as working successfully in a team of investigators within and across law enforcement agencies. Interviewees noted that investigators need to:

Be able to talk to people. Someone who can go to the richest and poorest neighborhoods to be able to get information from the whole spectrum. Getting on an interpersonal level with people can really unlock information.

- County Law Enforcement Manager

Be interacting with other agencies-- federal, state, county and Tribal. They have to be a jack of all trades when it comes to investigation.

- City Law Enforcement Manager



Relationships with Native Communities

This section presents information and perspectives relating to the nature and quality of relationships between law enforcement and the communities they serve. Law enforcement leaders and field staff were asked about the kinds of barriers they experience in building positive relationships with Native communities and the approaches that help establish and improve relationships. Finally, several questions examined how law enforcement partner with Tribal government, and the trends in MMIWG that are perceived by law enforcement personnel.

Barriers Preventing Good Law Enforcement/Community Relations and Response

The most frequently mentioned barrier to positive community relations, is a lack of trust in both Tribal and non-Tribal law enforcement by local Tribal community members. This issue was identified by both Tribal and non-Tribal law enforcement officers. Historical trauma, political dynamics, and social problems were noted as contributing to challenges in establishing trust. As noted by several respondents,

There is a lot of mistrust of government in general with Native American people; they want to keep issues within the Tribe.

- City Law Enforcement Manager

Historical trauma - effect of government on the Native community, has eroded that trust overall. Still waters run deep. While culture has been changing, there may still be some people that have the thought that still could go sideways...may take generations to build trust. Some view law enforcement as inept. It is incumbent on us to insure we provide the best service that we can...speak up to get additional resources to resolve those issues. When we do not, people lose faith.

- State Law Enforcement Manager

Can't mess with people with certain political ties; need to follow what the council wants.

- City Law Enforcement Manager

Generally, society and law enforcement officer relations are difficult right now-- higher risk factors, substance abuse etc. Make it more difficult to engage police, undocumented, alcoholism, substance abuse. General atmosphere with police and police distrust.

- University Law Enforcement Manager

Jurisdiction issues are another of the largest barriers to effective response and good community relations, mentioned by both Tribal and non-Tribal law enforcement leaders. Because very specific steps and limits need to be followed when interviewing family members, collecting information on a case, or following up on case progress, community members and families of missing persons often blame officers for poor service. As stated by one officer:



So then, if on Tribal land, the Sheriff has to explain the jurisdiction and boundaries and how they are not the ones doing the investigation, the Tribal authorities are. That's one of the hardest things for the community to understand.

- County Law Enforcement Manager

The importance of maintaining transparency and explaining why and how the judicial and jurisdictional system works is seen as vital to building trust.

Communication challenges, including a lack of communication and collaboration and information sharing among Tribal and non-Tribal agencies, and a lack of strong personal relationships are mentioned as barriers to good community relations and policing effectiveness. One example of collaboration challenges involves distrust and blocking of non-Tribal law enforcement officers in Casino settings, as they have “strong rules against asking for (non-Tribal) assistance INSIDE the casino.” The bordering non-Tribal agency will offer support to what they perceive as a severely understaffed casino, but they are routinely turned away.

Communication challenges can be technological or relational. Limited cell phone and internet service prohibits good communication with extended family members. Personal relationships and time in the community is seen as vital to building better communication when serving Tribal community members. Having officers more present in the community and having greater retention of officers are viewed as needed to promote better communication and trust.

Additional Tribal Perspectives

Some additional and different perspectives were added by Tribal law enforcement leaders. In addition to lack of trust in law enforcement by community members, another barrier to timely and effective response can be communication barriers resulting from Tribal rules or expectations. For example, “communication (from Tribal law enforcement) to community has to go through Tribal government.” This can prohibit getting the word out about missing persons in a timely and widespread manner. It also can generate a feeling that Tribal government does not trust its law enforcement agency.

Historical federal/Tribal conflict and some national policies were identified as barriers due to resultant miscommunications between Tribal and state agencies. Reaching a mutual level of trust in skills or approach between Tribal/non-Tribal agencies is sometimes a challenge.

Lack of social service resources and overstressed agencies in Tribal communities is identified as a barrier to timely response to families. The sheer load of cases related to domestic violence, substance abuse, child neglect, etc., can overwhelm small local agencies, resulting in slow or no response to police requests for support. Another issue is that local agencies “get stuck on protocols,” so it can be difficult to get action and progress with a family.



The lack of resources they have here, e.g. when child is missing, we call various departments to come and help, like social services - we used to have issues with them as they didn't take investigations serious enough. They were overwhelmed, so we spoke to council that we couldn't get them out to help, law enforcement needed more help. But they are over-stressed and things go unaddressed, then law enforcement was blamed, "we didn't respond in timely manner". We need more resources, and communication and support from other departments.

- Tribal Law Enforcement Manager

Geography and distance can be a barrier for many things in large rural areas, such as getting information out quickly and length of response time due to long distances to travel.

Strategies to Strengthen Law Enforcement/Tribal Community Member Relationships

Interviews and surveys with law enforcement staff consistently emphasized direct one-to-one relationships because even though community members may have general dissatisfaction or distrust of law enforcement in general, a particular deputy or officer may be a trusted person in the community. Developing direct relationships with Tribal leaders and social service agencies was also seen as very important.

Interviewees recognize the difficulties arising from jurisdictional limitations that hinder communications between Tribal and non-Tribal agencies. Many interviewees were positive about interagency collaboration and the need to have frequent communication, as noted:

Feels like everyone wants to solve these types of cases. Makes for inter-agency cooperation very easy. Most often.

- Tribal Law Enforcement Manager

Federal partners are very important with seasoned investigators on Tribal lands, they can provide a warm introduction ...it has to be a collective engagement across national law enforcement. How we treat our day to day contact.

- University Law Enforcement Manager

Exhibit 24 below provides an analysis of the suggested strategies for strengthening relationships between law enforcement and Tribal community members and leaders. There were many shared views across interviews and surveys with Tribal and non-Tribal law enforcement management and field officers.



Exhibit 24: Strategies to Strengthen Relationships between Law Enforcement and Tribal Communities

Theme	Examples of strategies to strengthen law enforcement/community relationships
Nurture long term relationships across agencies	• Work together, interagency, on cases with Tribal Police • Develop Mutual Aid Agreements, offer help and be willing to respond to requests for help across jurisdiction boundaries if requested. • Increase the number of Native American officers • “Be and work in the same place for a long time” • Continue to develop and improve relationships with Tribal social services agencies
Better communication with community members	• Hold community meetings to discuss problems and develop joint approaches to addressing them • Share the vision of law enforcement goals, policing philosophy and future directions • More foot patrol • Use local Tribal radio stations, Apps, Phone texting and tiplines to distribute information more quickly, especially where internet is spotty. • Attend every children’s event and other celebrations and gatherings • Go to Tribal dances, community events and fairs • Develop direct one-to-one relationships with community members and Tribal leadership/council members • Implement youth programs to develop trust over time
Education and Training for Officers	• More training on community-based policing • Having School Resources officers to strengthen relations from a young age • Education events together with officers and community members • Cultural awareness and diversity training



Improve MOUs and Intergovernmental Agreements (IGAs) and other formal structures	• Outline processes to share authority, address jurisdictional issues, liabilities, and protocols so that response is more effective. • Educate lawmakers on the difficult jurisdiction constraints • Recruit a 24-hour liaison ('central point of contact') who helps to reach next of kin, identify Tribal affiliation for victims • Improve communication and collaboration between Tribal and non-Tribal social service agencies to get more resources and action for children
More informal structures to ensure communication about jurisdiction and law enforcement issues	• Develop ways for Tribal and non-Tribal officers to work next to each other. • More meetings with Tribal and non-Tribal agencies, including state and federal (e.g. FBI) • Attend conferences and training together • Meet with Tribal leaders • Engage more through law enforcement associations for trainings

Partnering with Tribal Law Enforcement and Council

Nearly half of law enforcement leaders had no or very limited experience partnering with Tribal law enforcement agencies, particularly regarding MMIWG cases, which in their experience have been low-occurring events. Some partnering has taken place more in cases such as fraud, drug and alcohol issues, or family issues, but many mentioned that jurisdictional rules affect ability to partner on cases. As one respondent noted:

Our partnership we have with Tribal police is great. In my opinion it is the changing of the federal laws that need to be amended to make it easier to work together.

- University Law Enforcement Manager

Only one of 40 law enforcement field officers who completed online surveys had any experience partnering on cases with Tribal Council or police. A couple of interviewees mentioned there was not a particular Tribal liaison to connect with, but that having a specific person to coordinate with would be beneficial. Non-Tribal law enforcement officers refer to the need for personal relationships and that often any partnering on a case is informal communication. Several non-Tribal interviewees noted that it is not common that Tribal agencies will reach out to them to help on a case.

The types of partnering that have been beneficial include networking and attending training events together, with one city department outlining a specific course they include for new patrol officers, where "Tribal reps bring in artifacts and discuss such things as taboos, rituals they are allowed to share, what they hold sacred." Associations were mentioned as good ways



to build partnerships, with examples such as the Southern Arizona Law Enforcement Administrators (SALEM) (includes city, county and Tribal agencies), the Arizona Homicide Investigators Association, and the Arizona Association of Chiefs of Police.

With regard to relationships with Tribal Councils, there was limited information shared. But one interviewee emphasized that:

You better have everything together when you try to talk to Tribal Council, because they will ask a lot of questions. Got to be prepared when you present. They want...all your numbers to be backed up, who did you see and call, etc.

- Tribal Law Enforcement Manager

Another perspective was that the Tribal Council was impersonal, and the best way to build connections was through the Tribal policy agencies.

Patterns and Trends Related to MMIWG

When asked about trends or patterns that law enforcement officers see in relation to MMIWG, the majority did not share specific ideas on this. Several issues were noted contributing to the problem of MMIWG, including sex trafficking and sex exploitation, domestic violence, substance abuse, homelessness and people 'not wanting to be found'. The use of social media in notifications about missing individuals was seen as a helpful trend, perhaps resulting from a concern expressed by a State Law Enforcement Manager, "It does not seem newsworthy for mainstream media to make these types of announcements."

Tribal Perspectives

Tribal law enforcement officers outlined trends most evident including: sex trafficking, domestic violence, substance abuse, COVID-19, isolation and lack of supervision as contributing to MMIWG. There was a concern that the data about the scope of the problem is not clear and accurate.

About 1 to 1 and a half years ago, I received a report from FBI about MMIWG, when the trend was just starting come to light. They made reference to like 65 thousand outstanding cases, but many of those cases were ongoing or repeat cases, and it was actually the same person. But when they got it whittled down it was actually only 15 thousand cases actually open. So when I hear about missing/murdered children, what are the exact numbers we are looking at? Also, we need to clean up the data, also have heard about misclassification of ethnicity...what is considered "Native"?- Tribal Law Enforcement Manager



Suggestions/Recommendations from Law Enforcement to MMIWG Study committee

The interviews and surveys with law enforcement leaders and field officers concluded by asking them to offer any recommendations they have for the Study Committee on MMIWG. There were a lot of similar themes among all levels of agencies in the suggestions offered. These recommendations are organized into five key areas in the Exhibit below.

Exhibit 25: Recommendations Regarding MMIWG from Law Enforcement

Recommendation	Specific Suggestions from Law Enforcement Professionals
Provide funding support for specific identified needs and priorities.	- Identify funding sources to bring the various agencies together for training and to create informal relationships and networks. - Provide more funding to smaller agencies to increase their capacity. - Provide funding to support any mandated training, as suggested by this law enforcement leader, "If any training is mandated, please do not make it an unfunded mandate." - Provide the same amount of time and money to all Tribal police and other related agencies investigating these types of cases that is provided to all non-Tribal agencies so the response is the same by all agencies.
Compile and disseminate current and accurate data about the extent of MMIWG	- Get accurate information out about the extent of MMIWG for all law enforcement agencies so that there is a shared understanding of the issues. - Provide more data from the Tribes, and encourage greater Tribal information sharing and cooperation.
Ensure high quality accessible training	- Provide more advanced training focused on Indian country and the unique issues in MMIWG cases. - Hold trainings regionally and encourage the formation of task forces and relationships. - Consider cost and time when developing training. (see section on Training for detailed suggested on training formats and topics).
Develop more rapport and gain more input from Tribal law enforcement and community members to ensure understanding of needs	- Be present in the Tribal communities to get a better understanding of culture and needs, understand the systemic issues, and gain trust of the people. - Promote better understanding among families of missing persons about the multi-jurisdictional issues involved. - Be sure to get and include the voices and experiences with victims and relatives into studies. - Develop more rapport with local Tribal leaders and DPS leaders. Visit Tribal Police Departments and open lines of communication.



Develop formal and informal structures to ensure greater collaboration, faster response, and better implementation of standard processes

- Develop a formal communications network, e.g. a 24-hour Tribal liaison, to gather information and get support resources mobilized quickly.
- Develop a stronger overarching policy to create more unity on these issues.
- Possibly develop more standardization of protocols and responses for missing persons cases across all law enforcement agencies.
- Develop quicker ways to resolve jurisdiction issues to ensure faster response time on these cases.
- Encourage more interagency support.
- In any efforts, included every police department and law enforcement agency, with special emphasis on Tribal law enforcement agencies.

Several respondents reflected the general tone of many interviews suggesting interest and willingness to be involved in MMIWG solutions:

There are many agencies that have employees that would be willing to assist with the study. Whatever the need is just reach out and ask. Some of us work for smaller agencies but are still more than willing to share our knowledge and/or time to assist with the study.

-Law Enforcement Field Officer Survey Respondent

Just let the committee know that we feel for the families that are going through this. We do have compassion although sometimes our officers get bogged down with a lot of paperwork, doesn't mean they aren't thinking about it. Officers go through their own hard times when dealing with these types of cases, they feel it too, they want justice for these families, they want to find missing people. Even our records clerk goes through something with these cases. We do care about the families going through these hard times. Our officers and detectives give 110%.

- Tribal Law Enforcement Manager

We are so happy that the government is taking this seriously, appreciate the time you spent with me. Great questions.

- Tribal Law Enforcement Manager



Limitations of MMIWG Field Study

As has been described earlier in this report, there are a number of limitations to this study that need to be carefully weighed when reviewing and interpreting the findings. These limitations are detailed below.

Truncated Timeline

Multiple factors led to a very challenging timeline to complete this study effectively and in a way honoring to the participants:

- (1) Contract Period - In the original Request for Applications for this Study, the final report was required to be submitted on January 31, 2021. Immediately upon award of the contract, this deadline was changed to November 1, 2020. This reduced the study period by three months. In addition, the contract was only executed February 29, 2020, which allowed for only seven months for project work to occur.
- (2) COVID 19 - In addition to the shortened contract time frame, COVID 19 hit two weeks after the contract was established, mid-March of 2020. The original intention was to conduct interviews with all Tribal communities in person to respect and honor those survivors and families of loved ones that were willing to come forward to share their experiences. Not knowing the outcome of the pandemic, the evaluation team, with support of Study Committee members, waited to see if it would be possible to still conduct interviews in person. In June of 2020, it became clear that the pandemic would not abate in time to safely conduct in-person interviews and that the study would have to transition to a virtual modality. Only then could the Institutional Review Board application for the study be submitted, as it had to indicate the methodology of data collection. Due to these factors, the IRB approvals for both the law enforcement study and the Tribal study were then not able to be executed until late July of 2020.
- (3) MOUs with Tribes - Once the IRBs for both studies were approved, the evaluation team still needed signed MOU agreements from each of the 22 land-based Tribes in Arizona to be able to conduct interviews with families and survivors living on their Tribal lands and their law enforcement agencies. The approved IRB applications were included with these MOUs for approval with Tribes. Thus, outreach to Tribes to complete the MOUs began August 1, 2020. Typically, the MOU review process with Tribes can take up to 3-4 months. The draft report was due to the Arizona Attorney General's Office on October 1, 2020, which only afforded the evaluation team two months *total* to secure MOUs, conduct all interviews, analyze all findings and write the final report. Due to the study timeline restrictions, only 8 out of 22 land-based Tribes were able sign MOUs to agree to participate in the study before the study period ended.



Low Sample Sizes and Response Rates

The above-mentioned factors ultimately limited the number of interviews that were able to be conducted with Tribal family members and survivors of MMIWG. In addition, it takes time to reach and schedule personnel from busy law enforcement agencies. As might be expected, it often would take numerous calls to weave through an agency, receive a response and schedule an interview. Distribution of surveys to field officers was also limited as it first required management approval.

Thus, the data presented in this report cannot be viewed as generalizable across all Tribes and law enforcement agencies in the state and should be interpreted with caution. Though the findings can help point towards opportunities for further inquiry and potential policy interventions, the data only represents a small sample of the intended voices that were meant to be heard and understood as part of this study. For example, it should be noted that 78 family members and survivors interested in sharing their stories were unable to do so as no MOU was in place with their Tribe by the time the study period ended. This is concerning, and less than ideal. While COVID-19 was one unique factor, this also points to ongoing system challenges and barriers in even working toward addressing this type of issues statewide.



Overall Conclusions and Recommendations

The purpose of the Study Committee was to work to understand how to reduce and end MMIWG in Arizona through a variety of means. One approach agreed upon by the Study Committee for this project was to conduct a comprehensive field study that included interviewing law enforcement officials to understand protocols and data collection, and interviewing families and survivors to document their experiences, insights and recommendations about MMIWG. Although there are many limitations to this study, many considerations and recommendations came forth that could prove useful to the Study Committee and lawmakers dedicated to reducing and ending the epidemic of MMIWG in Arizona.

Law Enforcement – Training

A major theme across all interviewed parties included providing comprehensive and specific training opportunities focused on MMIWG for law enforcement agencies throughout Arizona. **Some elements to provide through training could include:**

- **Information and data on the scope and size of the MMIWG problem** in Arizona to enhance understanding of the importance of the issue.
- **Investigative skills when working on MMIWG cases** – especially as the first responder. Some key factors include understanding what steps and actions to prioritize during response, use of resources to investigate the case and support victims, conducting an effective assessment of risk in each case, and skills in follow-up and ongoing review of the case.
- **Bringing agencies together across jurisdictions** to create more informal relationships and better interagency networks or task forces to handle cases that cross jurisdictions
- **Information on unique cultural customs and communities** to facilitate better relationships with Tribal communities.
- **Opportunities through training and events to share best practices** when communicating with family members and survivors. For example, invite survivors and advocates to training sessions, hold events in Tribal communities, etc.
- **Information on sex trafficking** - how to better identify when sex trafficking may be occurring when investigating, to learn what are the hotspots in the state and region are, and how to best and most quickly respond to a situation where sex trafficking may be suspected. In addition, as part of this training, highlight that women who are wanted for lawful custody should not get overlooked if they are also missing. Many at-risk women are considered marginalized and vulnerable and can often be the subject of warrants for arrest



due to prostitution or drug offenses and as a result may not be considered in missing person investigations.³³

- **Information on implicit and explicit biases** that may hinder MMIWG investigations including racism, sexism, and LGBT-phobia. Buch (2019) outlines suggestions that include rigorous training, setting goals and metrics for bias reduction, changing policies to reduce or minimize bias, and more frequent interaction with the community.³⁴
- **Information on other existing resources for missing persons** such as the Arizona Facebook page on missing persons, AMBER alerts, Arizona day for missing persons, and other social media outlets.

Law Enforcement – Policy/Protocols/Systems

Protocol and policy change can improve investigation, data collection and tracking to achieve more positive outcomes in addressing MMIWG. Suggested approaches could include:

- **Establish and enforce clear database protocols** across all law enforcement agencies to utilize all missing persons databases, including appropriate adaptations for rural areas which have inadequate technological infrastructure. Ensure all missing persons databases are available and used by law enforcement, including NamUs, NCIC, and NCMEC.
- **Create a standardized protocol for investigative response for missing persons cases across all law enforcement agencies at all levels.** Consider developing a comprehensive guideline for missing persons investigations tailored for Arizona that includes issues specific to Native Americans and Tribal communities. For example, California has such a guide that covers definitions/categories, guidelines for investigations, course implementation, a review of relevant organizations, e.g. AMBER, DOJ, FBI, National Center for Missing and Exploited Children.³⁵
- **Implement state, regional, and/or local Tribal Liaison/Tribal Liaison Office(s).** This could involve establishing formal 24-hour communication network(s) to help facilitate needs and identification for both Tribal and non-Tribal police. The Tribal liaison's office would need to have many interagency connections to best assist departments in gathering information and support resources. This office could assist in communicating with Tribal Councils and family members. Additionally, having a formal communication office to help coordinate approvals for jurisdictional needs and assistance may help quickly address cases and receive approval from Tribal Councils and departments. A Tribal liaison office could help coordinate resources for Tribal officers such as crime labs, digital forensics, drones, and other search resources.

³³ See E. Welch, "Comparative approaches to missing persons procedures: An overview of British, American and Australian policies", *Missing Women Commission of Inquiry*, 2012.

³⁴ Jason Buch, "How can police minimize racial profiling of Native Americans, Others? *Indian country Today*, December 20, 2019.

³⁵ See https://post.ca.gov/Portals/0/post_docs/publications/Missing_Persons_Investigations.pdf



- **Increase priority on cases of adult missing persons** to be more in alignment with the protocols and dedication given to missing cases with children. Consider establishing an alert system for adult missing persons similar to AMBER alert.
- **Create a coordinated approach to address sex trafficking** in Arizona Tribal and non-Tribal communities.

Victim Advocates – Training and Supervision

Feedback from many families and survivors indicated that their experience with victim advocates could be improved with better trainings and supervision of victim advocates to ensure that families and loved ones are supported effectively during their MMIWG cases. Some suggestions could include:

- **Enhance and expand training in victim advocacy** to include things such as educating families about the judicial system, effective communication and counseling skills, cross cultural communications and traditions, reducing biases that may hinder their work (racism, sexism, and LGBT-phobia).
- **Recruit and train more Native American victim advocates** to serve Native families.
- **Actively solicit feedback from victims and families** about their experience with victim advocates.

Funding and Resources

A number of recommendations related to funding and resources emerged from the study. Tribal communities and law enforcement agencies require resources to combat the issues and challenges they are experiencing that are contributing to MMIWG. Funding and resources may be needed for the following:

- **To offer education, resources, treatment, awareness activities and stigma reduction** around the issues of **substance abuse and domestic violence** to support Tribal communities in these areas.
- **To improve telecommunication and database systems** for Tribal law enforcement agencies.
- **To fund any mandated law enforcement trainings** that could be instituted related to reducing and ending MMIWG.

Jurisdictional Issues

There are many jurisdictional and justice-involved considerations that came forth from this study in handling MMIWG cases overall. Several recommendations to consider include:

- **Enhance communication between various entities** for missing and murdered women including law enforcement, victim and social services, prosecutors, probation,



corrections, and the court. Communication could be enhanced with some type of annual or quarterly meeting to address information sharing and improved processes.

- **Encourage a multiagency, multidisciplinary approach** to MMIWG because the crisis is multijurisdictional in nature.³⁶

Extend the Research and Study Committee Activities of HB2570

Although this field study has proven fruitful in providing specific data-supported considerations for the Study Committee, there were a number of challenges and limitations. Arizona needs more and better data to effectively address the issue of MMIWG, so that the scope of the problem is known and shared. With the passing of Savanna's Act and the Not Invisible Act at the federal level there are new opportunities to address the epidemic of MMIWG. This study revealed a shared interest and commitment among law enforcement, victims and families to address these issues and generate solutions together.

A story matrix connects all of us. There are rules, processes, and circles of responsibility in this world. And the story begins exactly where it is supposed to begin. We cannot skip any part.

— Joy Harjo, Native American Poet and Poet Laureate

³⁶ Alfred Urbina, "Criminal jurisdiction in Arizona Indian country & barriers to protecting missing & murdered Indigenous women and girls", 2020.



Appendix A: Interview Protocol for Law Enforcement

Missing & Murdered Indigenous Women & Girls (MMIWG) Interview Protocol for Law Enforcement Management

Date of interview: _____

Type of Law Enforcement Agency:

- | | |
|---|--|
| ☐ City | ☐ Federal - BIA |
| ☐ County | ☐ Federal - BJA |
| ☐ State | ☐ Federal - FBI |
| ☐ Tribal: | ☐ University |
| ☐ BIA ☐ 638 ☐ DOJ ☐ FBI | |

Hi _____, I'm _____ from LeCroy & Milligan Associates. We are working with the Attorney General's Office to conduct a study to gather information and provide recommendations on improving and/or implementing programs and resources for Missing & Murdered Indigenous Women & Girls (MMIWG) in Urban and Rural Communities in Arizona. As you may know, H.B. 2570 was legislation establishing a Committee on Missing and Murdered Indigenous Women and Girls that was passed last summer. Part of the work of this committee is to conduct a study to understand how law enforcement interfaces with missing and murdered cases of Indigenous women and girls. Information gathered from confidential interviews of all law enforcement agencies in Arizona will help inform the committee and the legislature about current practices.

The interview will take about an hour and your name will not be included with any of your responses and the interview will not be recorded. I'd like to make sure you know that:

- There are no right or wrong answers;
- Your participation is voluntary; and
- You can choose to not answer any question or end the interview at any time.

Do you have any questions before we begin?

Are you ready and willing to move forward with the interview? ☐ Yes ☐ No



1. Does your agency have a Missing Persons Policy? ☐ Yes ☐ No ☐ I don't know

1a. [If Yes] What are the goals or aims of your Missing Person Policy?

2. Does your agency have a Missing Persons Investigator? ☐ Yes ☐ No ☐ I don't know

2a. [If Yes] What skills, experience and training do you think make a Missing Persons Investigator effective?

2b. [If No] What skills, experience and training do you think would make a Missing Persons Investigator effective?

3. Does your agency have a Missing Persons Unit? ☐ Yes ☐ No ☐ I don't know

3a. [If Yes] What skills, experience and training are required from staff to ensure a Missing Persons Unit is effective in achieving their mission?

3b. [If Yes] What are other essential elements of an effective Missing Persons Unit?

3c. [If NO] What staff skills, experience and training do you think would ensure a Missing Persons Unit is effective in achieving its mission?

4. Does your agency provide a Missing Persons Training? ☐ Yes ☐ No ☐ I don't know

5. What is your agency's first response when notified of a missing person for an adult?



6. What is your agency's first response when notified of a missing person for a minor?

7. After a MISSING incident is reported to your agency, does your agency report the incident into the National Crime Information Center (NCIC)? ☐ Yes ☐ No ☐ I don't know

7a. [If YES] How soon after the incident is it usually reported to NCIC? _____

8. After a MISSING incident is reported to your agency, does your agency report the incident into the National Missing and Unidentified Persons System (NamUs)? ☐ Yes ☐ No ☐ I don't know

8a. [If YES] How soon after the incident is it usually reported to NamUs? _____

9. After a MISSING incident is reported to your agency for a minor, does your agency report the incident into the National Center for Missing and Exploited Children (NCMEC)? ☐ Yes ☐ No ☐ I don't know

9a. [If YES] How soon after the incident is it usually reported to NCMEC? _____

10. Does your agency have a policy on activating an AMBER alert? ☐ Yes ☐ No ☐ I Don't Know

10a. [If YES] How soon after a Missing Minor is the AMBER alert activated? _____

11. How does your agency define next of kin when working with missing and murdered cases (e.g. marriage, blood, etc.)

12. When does your agency typically get in communication with Next of Kin for each missing person's case?

☐ When the incident report is filed ☐ When an AMBER Alert has been issued

☐ Other _____ ☐ I Don't Know

13. What happens when Next of Kin is not identified?

14. Does your agency typically get in communication with a Victim Advocate for each missing person's case?

☐ Yes ☐ No ☐ I Don't Know

14a. [IF YES] When does your agency typically get in communication with a Victim Advocate for each missing person's case?

☐ When the incident report is filed ☐ When an AMBER Alert has been issued

☐ Other _____

☐ I Don't Know



14b. [IF NO] Does your agency get in communication with a Victim Advocate for any other types of cases? ☐ Yes ☐ NO ☐ I Don't Know

14c. [IF YES] What types of cases? _____

15. What factors do you think help contribute to a thorough investigation of a Missing Persons case?

16. Does your agency have a Homicide Unit? ☐ Yes ☐ No

16a.[If Yes] What skills, experience and training are required to ensure the Homicide Unit is successful in achieving their mission? _____

16b. [If Yes] What are other essential elements of an effective Homicide Unit?

16c.[If NO] What staff skills, experience and training do you think would ensure a Homicide Unit is successful in achieving its mission? _____

17. What is your agency's first response when notified of a homicide of an adult?

18. What is your agency's first response when notified of a homicide of a minor?

19. What factors contribute to a thorough investigation of a homicide case?

20. Does your agency track the race and ethnicity of missing persons and/or homicide victims? ☐ Yes ☐ No ☐ I Don't Know

20a. [If YES] How does your agency track the race and ethnicity of missing persons and/or homicide victims? _____

20b. [If YES] If a missing person or homicide victim is Native American, do you track what Tribe they are enrolled and/or affiliated with? If so, how?

20c. [If YES] Do you track race and/or ethnicity using the National Incident-Based Reporting System (NIBRS)? ☐ Yes ☐ No ☐ I Don't Know



21. What are some of the barriers that prevent good law enforcement - Native American community relations?

22. What are the best strategies to strengthen the relationship between law enforcement and the Tribal community members they serve?

23. Before we spoke today, were you familiar with the State of Arizona Study on Missing and Murdered Indigenous Women & Girls (MMIWG)?

☐ Yes ☐ No

24. Have you noticed any trends or patterns relating to MMIWG? (DON'T READ e.g. kidnapping, sex or labor trafficking, runaways)

25. What has been the experience of your agency in partnering with Tribal Council or Tribal law enforcement on MMIWG?

26. What factors would influence your interest in a training on cultural competency for missing and murdered Indigenous women for your agency? (e.g. time, cost, outside trainer)

27. What suggestions or recommendations would you make to the State of Arizona Study on MMIWG?

28. Is there any other information you would like to share that you think would be relevant for this MMIWG Study?

Now I would like to finish up our interview with just a few questions to learn a little bit more about you if that's ok?



29. Are you a Tribal member or affiliated with any Tribe? ☐ Yes ☐ No ☐ Would rather not say

Tribal Member/Enrollment = Tribes establish membership criteria based on shared customs, traditions, language and Tribal blood.

Tribal Affiliation = One may be affiliated with a Tribe by marriage or other means that are not by Tribal blood.

29a. [If YES] Which Tribes you are enrolled or affiliated with? ☐ Would rather not say

	Enrolled	Affiliation
Ak Chin Indian Community of the Maricopa (Ak Chin) Indian Reservation		
Cocopah Tribe of Arizona		
Colorado River Indian Tribes of the Colorado River Indian Reservation (AZ and California)		
Fort McDowell Yavapai Nation		
Fort Mojave Indian Tribe (Arizona, California and Nevada)		
Gila River Indian Community of the Gila River Indian Reservation		
Havasupai Tribe of the Havasupai Reservation		
Hopi Tribe of Arizona		
Hualapai Indian Tribe of the Hualapai Indian Reservation		
Kaibab Band of Paiute Indians of the Kaibab Indian Reservation		
Navajo Nation (Arizona, New Mexico and Utah)		
Pascua Yaqui Tribe of Arizona		
Quechan Tribe of the Fort Yuma Indian Reservation (Arizona and California)		
Salt River Pima-Maricopa Indian Community of the Salt River Reservation		
San Carlos Apache Tribe of the San Carlos Reservation		
San Juan Southern Paiute Tribe of Arizona		
Tohono O'odham Nation of Arizona		
Tonto Apache Tribe of Arizona		
White Mountain Apache Tribe of the Fort Apache Reservation		
Yavapai-Apache Nation of the Camp Verde Indian Reservation		
Yavapai-Prescott Indian Tribe		
Other Tribe:		
Other Tribe:		
Other Tribe:		

30. How would you describe your gender?

- ☐ Female ☐ Male
- ☐ Other: _____
- ☐ Would rather not say

31. What is your current age?

- ☐ Under 21 ☐ 50-59
- ☐ 21-29 ☐ 60-69
- ☐ 30-39 ☐ Over 69



☐ 40-49

☐ Would rather not say

32. How many years have you worked in law enforcement?

☐ Less than 1

☐ 1-3

☐ 3-5

☐ 6-10

☐ 10-20

☐ 20+ years

☐ Would rather not say

33. What is your level of education?

☐ High School Diploma/GED

☐ Associates Degree

☐ Bachelor's Degree

☐ Master's Degree

☐ PhD/Doctorate Degree

☐ Other _____

☐ Would rather not say

34. Would you be willing to participate further in this study by sharing records or other useful data at some point in the future? ☐ Yes ☐ No ☐ Not sure at this time

34a. [If YES AND If they reported having a Missing Persons Policy] – **Would you be willing to share your Missing Persons Policy with me?** ☐ Yes ☐ No ☐ Not sure at this time

35. About how many officers work on cases like these at your agency? _____

36. Another important part of this study is surveying field law enforcement officers that work with Missing and Murder Cases to understand their day to day experiences with MMIWG. We have an anonymous electronic survey we would like to send to your appropriate staff, would you be willing to email it to them on our behalf and encourage their participation? ☐ Yes ☐ No

35a. [If YES] Great thank you so much. When could you share this survey with your staff?

35b. [If YES] Could you require responses to be completed within 7 days of the survey being distributed? ☐ Yes ☐ No ☐ I Don't Know

37. And finally, are there any field officers you could recommend that I could speak with that have good firsthand experiences working on these types of cases? If so, could you share their name and contact info with me?

Thank you so much for taking the time to complete this interview. Your insight helps greatly the MMIWG task force moving forward. If you have any questions regarding this study or the MMIWG task force, you may contact Lieutenant Whelan from the Maricopa County Sheriff's Office at 602-876-2083 or

D.Whelan-Gonzales@MCSO.maricopa.gov



Appendix B: Survey for Law Enforcement Field Staff

Missing & Murdered Indigenous Women & Girls (MMIWG) Survey for Law Enforcement Field Staff

Thank you so much for participating in this important survey regarding the H.B. 2570 legislation establishing a Study Committee on Missing and Murdered Indigenous Women and Girls. The purpose of this important study is to gather information and provide recommendations on improving and/or implementing programs and resources for MMIWG in Arizona to this committee. One of the goals of this study is to understand better how law enforcement interfaces with missing and murdered cases of Indigenous women. Information gathered from officers of all law enforcement agencies in Arizona will help inform the committee and the legislature about how to reduce incidents of MMIWG. Your responses will be confidential and reported in aggregate as part of the findings of this study. Your participation is greatly appreciated!

Are you 18 years of age or older and willing to complete this online survey? ☐ Yes ☐ No

What is today's date? _____

1. What type of Law Enforcement Agency do you work for?

☐ City	☐ Federal - BIA
☐ County	☐ Federal - BJA
☐ State	☐ Federal - FBI
☐ Tribal:	☐ University
☐ BIA ☐ 638 ☐ DOJ ☐ FBI	

2. What is your Title/Position?

- ☐ Captain
- ☐ Detective
- ☐ Investigator
- ☐ Lieutenant
- ☐ Patrol Officer
- ☐ Sergeant
- ☐ Social Worker
- ☐ Other



3. Are you a Tribal member or affiliated with any Tribe? ☐ Yes ☐ No ☐ Would rather not say

3a. [If YES] Which Tribes you are enrolled or affiliated with? ☐ Would rather not say

	Enrolled	Affiliation
Ak Chin Indian Community of the Maricopa (Ak Chin) Indian Reservation		
Cocopah Tribe of Arizona		
Colorado River Indian Tribes of the Colorado River Indian Reservation (AZ and California)		
Fort McDowell Yavapai Nation		
Fort Mojave Indian Tribe (Arizona, California and Nevada)		
Gila River Indian Community of the Gila River Indian Reservation		
Havasupai Tribe of the Havasupai Reservation		
Hopi Tribe of Arizona		
Hualapai Indian Tribe of the Hualapai Indian Reservation		
Kaibab Band of Paiute Indians of the Kaibab Indian Reservation		
Navajo Nation (Arizona, New Mexico and Utah)		
Pascua Yaqui Tribe of Arizona		
Quechan Tribe of the Fort Yuma Indian Reservation (Arizona and California)		
Salt River Pima-Maricopa Indian Community of the Salt River Reservation		
San Carlos Apache Tribe of the San Carlos Reservation		
San Juan Southern Paiute Tribe of Arizona		
Tohono O'odham Nation of Arizona		
Tonto Apache Tribe of Arizona		
White Mountain Apache Tribe of the Fort Apache Reservation		
Yavapai-Apache Nation of the Camp Verde Indian Reservation		
Yavapai-Prescott Indian Tribe		
Other Tribe:		
Other Tribe:		
Other Tribe:		

4. How would you describe your gender?

- ☐ Female ☐ Male
☐ Other: _____

5. What is your current age?

- ☐ Under 21 ☐ 50-59
☐ 21-29 ☐ 60-69
☐ 30-39 ☐ Over 69
☐ 40-49 ☐ Would rather not say



6. How many years have you worked in law enforcement?

- | | |
|--------------------------------------|------------------------------------|
| ☐ Less than 1 | ☐ 6-10 |
| ☐ 1-3 | ☐ 10-20 |
| ☐ 3-5 | ☐ 20+ years |

7. What is your level of education?

- | | |
|--|---|
| ☐ High School Diploma/GED | ☐ Master's Degree |
| ☐ Associates Degree | ☐ PhD/Doctorate Degree |
| ☐ Bachelor's Degree | ☐ Other _____ |

8. Does your agency have a missing person's policy? ☐ Yes ☐ No ☐ I don't know

8a. [If YES] **Could you describe what that policy is?**

9. How many MMIWG Incidents for an adult have you personally responded to? _____

9a. [If 1 or more] **For all MMIWG incidents for an adult you have responded to, how many were related to the following issues?**

- | | |
|--|--|
| ☐ Runaway /Own Will | ☐ Kidnapping |
| ☐ Sex Trafficking | ☐ Domestic Violence |
| ☐ Labor Trafficking | ☐ Alcohol/Substance Abuse |
| ☐ Other _____ | |

10. How many MMIWG Incidents for a minor (under the age of 18) have you personally responded to?

10a. [If 1 or more] **For all MMIWG incidents for a minor you have responded to, were they related to any of the following issues? (Select all that apply)**

- | | |
|--|--|
| ☐ Runaway/Own will | ☐ Kidnapping |
| ☐ Sex Trafficking | ☐ Domestic Violence |
| ☐ Labor Trafficking | ☐ Alcohol/Substance Abuse |
| ☐ Other _____ | |

11. After a MISSING incident is reported to your agency, do you report the incident into the National Crime Information Center (NCIC)? ☐ Yes ☐ No ☐ I don't know

11. 11a. [If YES] **How soon after the incident is it usually reported to NCIC?** _____

12. After a MISSING incident is reported to your agency, do you report the incident into the National Missing and Unidentified Persons System (NamUs)? ☐ Yes ☐ No ☐ I don't know

12. 12a. [If YES] **How soon after the incident is it usually reported to NamUs?** _____



13. After a MISSING incident is reported to your agency for a minor, do you report the incident into the National Center for Missing and Exploited Children (NCMEC)? ☐ Yes ☐ No ☐ I don't know

13. 13a. [If YES] How soon after the incident is it usually reported to NCMEC? _____

14. Does your agency have a policy on activating an AMBER alert? ☐ Yes ☐ No ☐ I Don't Know

14a. [If YES] How soon after a Missing Minor is the AMBER alert activated? _____

15. When do you typically get in communication with Next of Kin for each missing person's case?

☐ When the incident report is filed ☐ When an AMBER Alert has been issued

☐ Other _____

16. What happens when Next of Kin is not identified?

17. Do you typically get in communication with a victim advocate for each missing person's case?

☐ Yes ☐ No ☐ Not sure

17a. [If YES] When do you typically get in communication with a victim advocate for each missing person's case?

☐ When the incident report is filed ☐ When an AMBER Alert has been issued

☐ Other _____

18. Does your agency have a Missing Persons Investigator? ☐ Yes ☐ No ☐ Not sure

19. What skills, experience and training do you think make a Missing Persons Investigator effective?

20. Does your agency provide a Missing Persons training? ☐ Yes ☐ No ☐ Not sure

21. What factors help contribute to a thorough investigation of a Missing Persons case?

22. How many times have you personally responded to a homicide event for an adult? _____

22a. [If 1 or more] How many of these originated from a Missing Person call for service? _____

23. How many times have you personally responded to a homicide event for a minor? _____

23a. [If 1 or more] How many of these originated from a Missing Person call for service? _____

24. What is the first action taken by your agency when notified of a homicide?

LeCroy & Milligan Associates, Inc. _____



25. What factors contribute to a thorough investigation of a homicide case?

26. What skills, experience and training make a homicide investigator effective?

27. Does your agency track the race and ethnicity of missing persons and/or homicide victims? ☐ Yes ☐ No
☐ Don't Know

27a. [If YES] How does your agency track the race and ethnicity of missing persons and/or homicide victims? _____

27b. [If YES] If a missing person or homicide victim is Native American, do you track what Tribe they are affiliated with? If so, how?

28. What are some of the barriers that prevent good police and Native American community relations?

29. What do you think are some effective strategies to strengthen the relationship between the police and Tribal community members?

30. Are you familiar with the State of Arizona Study on Missing and Murdered Indigenous Women & Girls (MMIWG)?

☐ Yes ☐ No

31. Have you noticed any trends or patterns relating to MMIWG?

32. What has been your experience & process in partnering with Tribal Council or police on MMIWG?



33. What suggestions or recommendations would you make to the State of Arizona Study on MMIWG?

34. Is there any other information you would like to share that you think would be relevant for the MMIWG Study?

Thank you so much for taking the time to complete this interview. Your insight helps greatly the MMIWG task force moving forward. If you have any questions regarding this study or the MMIWG task force, you may contact Lieutenant Whelan from the Maricopa County

Sheriff's Office at 602-876-2083 or

D_Whelan-Gonzales@MCSO.maricopa.gov



Appendix C: Interview Protocol for Families of MMIWG

Missing & Murdered Indigenous Women & Girls (MMIWG) Questionnaire for Surviving Family

Date: _____

Interviewee(s): _____

Start time of interview: _____

Method of interview: ☐ Telephone ☐ Videoconference

Interpreter (who) _____

Number of people interviewed: _____

Relationship(s) of interviewees(s) to Missing Person: _____

The Purpose of this Interview is to gather information, understand, and provide recommendations on improving and/or implementing programs and resources for Missing & Murdered Indigenous Women & Girls (MMIWG) in Urban and Rural Communities in Arizona.

The goal is to learn from families of MMIWG about their loved one and how their loved one went missing and/or the circumstances surrounding their murder. We are also gathering information about the law enforcement and victim service response families received.

Are you ready to answer some questions about your loved one? Please know that you can take a break or stop the interview at any time, and you can skip any questions you don't want to answer.

Note to Interviewer:

If there is more than one missing person they would like to discuss, please direct them to talk about the most recent case



1. First, I'd like to ask you what your Tribal enrollment or affiliation is? (mark all that apply)

	Enrolled	Affiliation
Ak Chin Indian Community of the Maricopa (Ak Chin) Indian Reservation		
Cocopah Tribe of Arizona		
Colorado River Indian Tribes of the Colorado River Indian Reservation (AZ and California)		
Fort McDowell Yavapai Nation		
Fort Mojave Indian Tribe (Arizona, California and Nevada)		
Gila River Indian Community of the Gila River Indian Reservation		
Havasupai Tribe of the Havasupai Reservation		
Hopi Tribe of Arizona		
Hualapai Indian Tribe of the Hualapai Indian Reservation		
Kaibab Band of Paiute Indians of the Kaibab Indian Reservation		
Navajo Nation (Arizona, New Mexico and Utah)		
Pascua Yaqui Tribe of Arizona		
Quechan Tribe of the Fort Yuma Indian Reservation (Arizona and California)		
Salt River Pima-Maricopa Indian Community of the Salt River Reservation		
San Carlos Apache Tribe of the San Carlos Reservation		
San Juan Southern Paiute Tribe of Arizona		
Tohono O'odham Nation of Arizona		
Tonto Apache Tribe of Arizona		
White Mountain Apache Tribe of the Fort Apache Reservation		
Yavapai-Apache Nation of the Camp Verde Indian Reservation		
Yavapai-Prescott Indian Tribe		
Zuni Tribe		
Other Tribe:		
Other Tribe:		
Other Tribe:		

2. Do you identify as another race or ethnicity as well? If so which one? [SELECT ALL THAT APPLY]

- ☐ Asian
 ☐ Hispanic/Latinx
☐ Black/African American
☐ Native Hawaiian/Pacific Islander
☐ White
☐ Other: _____

3. How would you identify your gender?

(If needed, would you like to be addressed as he, she or they?)

- ☐ Male
 ☐ Female
☐ Other _____



4. How is the Missing Person you'll be talking about today related to you?

- ☐ Mother
 ☐ Sister
☐ Stepmother
 ☐ Stepsister
☐ Grandmother
 ☐ Step Grandmother
☐ Aunt
 ☐ Spouse or partner
☐ Child
 ☐ Friend
☐ Other: _____

5. What is your loved one's Tribal enrollment or affiliation? (mark all that apply)

	Enrolled	Affiliation
Ak Chin Indian Community of the Maricopa (Ak Chin) Indian Reservation		
Cocopah Tribe of Arizona		
Colorado River Indian Tribes of the Colorado River Indian Reservation (AZ and California)		
Fort McDowell Yavapai Nation		
Fort Mojave Indian Tribe (Arizona, California and Nevada)		
Gila River Indian Community of the Gila River Indian Reservation		
Havasupai Tribe of the Havasupai Reservation		
Hopi Tribe of Arizona		
Hualapai Indian Tribe of the Hualapai Indian Reservation		
Kaibab Band of Paiute Indians of the Kaibab Indian Reservation		
Navajo Nation (Arizona, New Mexico and Utah)		
Pascua Yaqui Tribe of Arizona		
Quechan Tribe of the Fort Yuma Indian Reservation (Arizona and California)		
Salt River Pima-Maricopa Indian Community of the Salt River Reservation		
San Carlos Apache Tribe of the San Carlos Reservation		
San Juan Southern Paiute Tribe of Arizona		
Tohono O'odham Nation of Arizona		
Tonto Apache Tribe of Arizona		
White Mountain Apache Tribe of the Fort Apache Reservation		
Yavapai-Apache Nation of the Camp Verde Indian Reservation		
Yavapai-Prescott Indian Tribe		
Other Tribe:		
Other Tribe:		
Other Tribe:		

6. Would you identify your loved one as any other race or ethnicity as well? [SELECT ALL THAT APPLY]

- ☐ Asian
 ☐ Hispanic/Latinx
☐ Black/African American
☐ Native Hawaiian/Pacific Islander
☐ White
☐ Other: _____



7. [If interviewee shares the name of the victim ask] **Is it okay to talk about your** [daughter/stepmother etc.] **by using her name?**

[If YES, continue with name in bracketed sections, if NO refer to victim as “your loved one”]

8. **Can you tell me the story of how** [your loved one] **went missing?**

9. **What year did** [your loved one] **go missing?** _____

10. **How old were they at the time?** [Enter the number of years old] _____

11. **How old were you when** [your loved one] **went missing?** [Enter the number of years old] _____

12. **At what place or location was** [your loved one] **last seen by anyone?** (e.g., gas station, library, home)

13. **Could you share the geographic location of where** [your loved one] **was last seen** (e.g. Tribal land, city, county, state)? _____

Tribal Land	City	County	State

14. **Where did you last see** [your loved one]? (e.g. gas station, library, home)

15. **Could you share the geographic location of where you last saw** [your loved one]? (e.g. Tribal land, city, county, state)? _____

Tribal Land	City	County	State

16. **When did you last see** [your loved one] ? _____



17. Who was the last person [your loved one] was known to be with? (MARK ALL THAT APPLY)

- | | | |
|---|--|--|
| ☐ Mother | ☐ Sister | ☐ Friend(s) |
| ☐ Father | ☐ Brother | ☐ Acquaintance(s) |
| ☐ Stepmother | ☐ Stepsister | ☐ Coworker |
| ☐ Stepfather | ☐ Stepbrother | |
| ☐ Grandmother | ☐ Aunt | ☐ Don't Know |
| ☐ Grandfather | ☐ Uncle | |
| ☐ Step Grandmother | ☐ Spouse or partner | |
| ☐ Step Grandfather | ☐ Their Child | |

Other: (please provide needed detail if acquaintance) _____

18. Was there anything happening in [your loved one]'s home at the time they went missing? For example, was there domestic violence or substance abuse in the home? (Prompt: Could you tell me about what was happening?) _____

18a. Domestic Violence Details: _____

18b. [If affirmed there was substance use by the victim] Which substances did your loved one use?

- ☐ Alcohol ☐ Marijuana ☐ Meth ☐ Crack/Cocaine ☐ Heroin ☐ Opioids (prescription drugs, Fentanyl, etc.) _____ ☐ Other _____

18c. If affirmed there was substance use by another person in the victim's life - Who was that person(s) to them? A friend, relative? _____

18d. Substance(s) used by another person in the victim's life:

- ☐ Alcohol ☐ Marijuana ☐ Meth ☐ Crack/Cocaine ☐ Heroin ☐ Opioids (prescription drugs, Fentanyl, etc.) _____ ☐ Other _____

19. People go missing for many different reasons. Why do you think [your loved one] went missing?

- | | |
|--|--|
| ☐ Runaway/Left on their own free will | ☐ Sex trafficking |
| ☐ Kidnapped | ☐ Labor trafficking |
| ☐ Abusive partner | ☐ Substance Abuse |
| ☐ Suicidal thoughts | ☐ Legal problems |
| ☐ Left on their own, but now may be held against their will | |
| ☐ I don't know [<i>probe with Domestic Violence or Substance Abuse</i>] | |
| ☐ Would rather not say | |
| ☐ Other _____ | |



Sex trafficking definition= *The action or practice of illegally transporting people from one country or area to another for the purpose of sexual exploitation.*

Labor trafficking definition = *Labor trafficking is a form of modern-day slavery in which individuals perform labor or services through the use of force, fraud, or coercion.*

20. Sometimes families report missing persons to law enforcement and sometimes they don't.

Was [your loved one] reported to law enforcement? ☐ Yes ☐ No ☐ Don't Know

20a. [If YES] **Which law enforcement agency was that? [SELECT ALL THAT APPLY]**

☐ Tribal ☐ City ☐ County ☐ State ☐ BIA ☐ FBI ☐ Don't know ☐ Other _____

20b. [If YES] **Could you describe your experience of reporting your loved one to this agency?**

20c. [If NO] **Do you know why they were not reported missing?** (Probe: Do you think the report would have been taken seriously by law enforcement? Do you generally trust law enforcement to help you if needed?)

21. Can you tell me what, if anything, was done to search for [your loved one]? [If NO, skip to #22]

22. Did law enforcement start a search for [your loved one]? ☐ Yes ☐ No ☐ Don't Know

22a. [If YES] **Which law enforcement agency started the search? [SELECT ONE]**

☐ Tribal ☐ City ☐ County ☐ State ☐ BIA ☐ FBI ☐ Other _____

Specific Agency: _____

22b. [If YES] **Were other law enforcement agencies part of the search? [SELECT ALL THAT APPLY]**

☐ Tribal ☐ City ☐ County ☐ State ☐ BIA ☐ FBI ☐ Other _____

23. [If Loved One was a Juvenile] Was an AMBER Alert issued for [your loved one]? ☐ Yes ☐ No ☐ Don't Know

24. Did a Private Organization, like CERT (Community Emergency Response Team), start a search for [your loved one]? ☐ Yes ☐ No ☐ Don't Know

24a. [IF YES] **Which private organization started a search for your loved one?**

☐ CERT (Community Emergency Response Team)



- ☐ *Honwungsi Consulting Services Missing Persons Team*
☐ *Other* _____

25. Do you know if any money was spent to search for [your loved one]?

☐ Yes ☐ No ☐ Don't Know

25c. [If YES] **Do you know what were the main costs for the search?** [SELECT ALL THAT APPLY]

☐ police reports ☐ vehicle/fuel ☐ hotel ☐ food ☐ fliers ☐ Don't Know
☐ Other _____

25b. [If YES] **About how much money was spent on this search?** \$_____ ☐ Don't Know

Now I would like to ask you some questions about how helpful law enforcement was for you.

26. Was Tribal Law Enforcement helpful in the search for [your loved one]? ☐ Yes ☐ No ☐ Don't Know

☐ No involvement with Tribal law enforcement [IF NO INVOLVEMENT SKIP TO #27]

26a. [IF YES] **What did you like about how they helped you?**

26b. [IF NO OR DON'T KNOW] **Was there anything you liked about how they helped you?**

26c. **What did you not like about how they helped you?**

26d. **Do you feel they did everything they could to locate [your loved one]?** ☐ Yes ☐ No ☐ Don't Know

26d1. [IF YES] **Could you explain why you think they did everything they could to locate [your loved one]?** _____

26d2. [IF NO] **Could you explain why you don't think they did everything they could to locate [your loved one]?** _____

27. Was State Law Enforcement helpful in the search for [your loved one]? ☐ Yes ☐ No ☐ Don't Know ☐ No involvement with state law enforcement. [IF NO INVOLVEMENT SKIP TO #28]

27a. [IF YES] **What did you like about how they helped you?**



27b. [IF NO OR DON'T KNOW] Was there anything you liked about how they helped you?

27c. What did you not like about how they helped you?

27d. Do you feel they did everything they could to locate [your loved one]? ☐ Yes ☐ No ☐ Don't Know

27d1. [IF YES] Could you explain why you think they did everything they could to locate [your loved one]?

27d1. [IF NO] Could you explain why you don't think they did everything they could to locate [your loved one]? _____

28. Was City Law Enforcement helpful in the search for [your loved one]? ☐ Yes ☐ No ☐ Don't Know

☐ No involvement with city law enforcement [IF NO INVOLVEMENT SKIP TO #29]

28a. [IF YES] What did you like about how they helped you?

28b. [IF NO OR DON'T KNOW] Was there anything you liked about how they helped you?

28c. What did you not like about how they helped you?

28d. Do you feel they did everything they could to locate [your loved one]? ☐ Yes ☐ No ☐ Don't Know

28d1. [IF YES] Could you explain why you think they did everything they could to locate [your loved one]? _____

28d2. [IF NO] Could you explain why you don't think they did everything they could to locate [your loved one]? _____

29. Was County Law Enforcement helpful in the search for [your loved one]? ☐ Yes ☐ No ☐ Don't Know

☐ No involvement with county law enforcement [IF NO INVOLVEMENT SKIP TO #30]



29a. [IF YES] **What did you like about how they helped you?**

29b. [IF NO OR DON'T KNOW] **Was there anything you liked about how they helped you?**

29c. **What did you not like about how they helped you?**

29d. **Do you feel they did everything they could to locate [your loved one]?** ☐ Yes ☐ No ☐ Don't Know

29d1. [IF YES] **Could you explain why you think they did everything they could to locate [your loved one]?** _____

29d2. [IF NO] **Could you explain why you don't think they did everything they could to locate [your loved one]?** _____

30. Was BIA Law Enforcement helpful in the search for [your loved one]? ☐ Yes ☐ No ☐ Don't Know

☐ No involvement with BIA law enforcement [IF NO INVOLVEMENT SKIP TO #31]

30a. [IF YES] **What did you like about how they helped you?**

30b. [IF NO OR DON'T KNOW] **Was there anything you liked about how they helped you?**

30c. **What did you not like about how they helped you?**

30d. **Do you feel they did everything they could to locate [your loved one]?** ☐ Yes ☐ No ☐ Don't Know

30d1. [IF YES] **Could you explain why you think they did everything they could to locate [your loved one]?** _____

30d2. [IF NO] **Could you explain why you don't think they did everything they could to locate [your loved one]?** _____



31. Was FBI Law Enforcement helpful in the search for [your loved one]? ☐ Yes ☐ No ☐ Don't Know
☐ No involvement with FBI law enforcement [IF NO INVOLVEMENT SKIP TO #32]

31a. [IF YES] **What did you like about how they helped you?**

31b. [IF NO OR DON'T KNOW] **Was there anything you liked about how they helped you?**

31c. **What did you not like about how they helped you?**

31d. **Do you feel they did everything they could to locate [your loved one]?** ☐ Yes ☐ No ☐ Don't Know

31d1. [IF YES] **Could you explain why you think they did everything they could to locate [your loved one]?** _____

31d2. [IF NO] **Could you explain why you don't think they did everything they could to locate [your loved one]?** _____

32. As of today, has [your loved one] ever been found? ☐ Yes ☐ No ☐ Don't Know

32a. [If YES] **How were they found?**

32b. [If YES] **Who found [your loved one]?** _____

32c. [If YES] **Is [your loved one] known to be deceased?** ☐ Yes ☐ No ☐ Don't Know

32d. [If YES] **Is [your loved one] known to have been murdered?** ☐ Yes ☐ No ☐ Don't Know

32e. [If YES] **Was the perpetrator identified?** ☐ Yes ☐ No ☐ Don't Know

32f. [If YES] **Who was the perpetrator, and were they charged and convicted of the crime?** (Probe: Was perpetrator a stranger or someone connected to loved one? Was perpetrator part of your community?)

32g. [If YES] **Who ended up solving the case of the murder (i.e., which law enforcement agency)?** _____



33. Were you referred to the Victim Advocate/Specialist by law enforcement? ☐ Yes ☐ No [If NO SKIP to #34]

33a. [If YES] **Who referred you?** ☐ Tribal ☐ BIA ☐ FBI ☐ County ☐ State ☐ City
☐ Other organization _____

33b. [If YES] **Did you work with that victim advocate/specialist?** ☐ Yes ☐ No

33c. [If YES] **What resources/services/referrals did the Victim Advocate/Specialist provide for you?** ☐ Food ☐ Shelter ☐ Transportation ☐ Understanding the judicial system ☐ Mental Health Counseling ☐ Other _____

33d. [If YES] **Was the victim advocate/specialist able to provide you with the help you needed?** ☐ Yes ☐ No ☐ Don't Know

33e. **What did you like about how they helped you?**

33f. **What did you not like about how they helped you?**

34. Did you seek out a victim advocate/specialist on your own? ☐ Yes ☐ No [If NO SKIP to #34e]

34a. [If YES] **Was the victim advocate/specialist able to provide you with the help you needed?**
☐ Yes ☐ No ☐ Don't Know

34b. [If YES] **What resources/services/referrals did the Victim Advocate/Specialist provide for you?**
☐ Food ☐ Shelter ☐ Transportation ☐ Understanding the judicial system ☐ Mental Health Counseling ☐ Other _____

34c. **What did you like about how they helped you?**

34d. **What did you not like about how they helped you?** [SKIP TO #34]

34e. [If NO] **Would you have wanted to work with a victim advocate?** ☐ Yes ☐ No ☐ Don't Know

33e1. [IF YES] **Could you say why you would have wanted to work with a victim advocate?** ____

33e2. [IF NO] **Could you say why you would have wanted to work with a victim advocate?** ____



35. Did you receive any assistance—such as resources, services, or referrals—from another individual, agency, or organization? ☐ Yes ☐ No ☐ Don't Know ☐ Would rather not say

35a. [If YES] **Who provided assistance to you?** _____

35b. [If YES] **What types of resources, referrals, or services did they provide?**

☐ Food ☐ Shelter ☐ Transportation ☐ Understanding the judicial system ☐ Mental Health Counseling ☐ Other _____

36. Did you apply for Arizona State Victim Compensation? ☐ Yes ☐ No [If NO, SKIP to #36c]

36a. [If YES] **Were you awarded Arizona State Victim Compensation?** ☐ Yes ☐ No ☐ Don't Know

36b. [If YES] **What did you receive money for?**

☐ Burial assistance ☐ Crime scene clean up ☐ Mental health counseling
☐ Medical costs ☐ Lost wages ☐ Other _____

36c. [If NO] **Can you tell me why you did not apply for Victim Compensation?**

☐ I did not know about the fund ☐ It was too hard/confusing to apply
☐ I did not qualify (specify reason below)

☐ Other reason

37. Was there anything else that you needed, but didn't get during this whole experience?

38. How has the experience of losing a loved one affected your sense of safety within your community?

39. What do you think is needed, or what changes do you believe are necessary, to address the issue of Missing and Murdered Indigenous women? (can probe with changes to law enforcement, changes to victim services...)



40. For my last question, if you don't mind sharing, what ways have you found to honor your loved one that bring you comfort?

41. That is the end of the interview, is there anything else that you would like me to know?

Thank you for sharing your story with me. I just want to say that I am very sorry that you went through this experience, and your story is very meaningful and purposeful to what we are trying to capture with this study. It is a great gift to help our State understand your experience better to help determine the most effective ways to reduce and end these incidents of MMIWG. As part of the consent form, there are a list of Tribal victim service providers as well as mental health support services if it would be helpful to connect with them after talking today. Again, thank you again for your willingness to step forward and share with us your story.

Post-Interview Notes for Interviewer Only:

Time interview ended: _____ p.m./a.m. (circle one)

Length of interview: _____ hours and _____ minutes

Calculated age of Missing person current age _____

Calculated age of interviewee 1 current age _____

Calculated age of interviewee 2 current age _____

Important notes about interview:



Appendix D: Interview Protocol for Survivors of MMIWG

Missing & Murdered Indigenous Women & Girls (MMIWG) Questionnaire for Survivor

Date: _____ Interviewee: _____

Interviewer _____

Interpreter (who or none) _____

Start time of interview: _____ Method of interview: ☐ Telephone ☐ Videoconference

The purpose of this Interview is to gather information, understand, and provide recommendations on improving and/or implementing programs and resources for Missing & Murdered Indigenous Women & Girls (MMIWG) in Urban and Rural Communities in Arizona. As we move forward with the interview, I will reference this as MMIWG.

The goal is to learn from Survivors about their experiences as a Missing Person and their experiences returning to their families. We also want to learn about the Law Enforcement and Judicial System response, as well as other assistance Survivors and their families may have received.

Are you ready to answer some questions about your experience? Please know that you can take a break or stop the interview at any time, and you can skip any questions you don't want to answer.



1. First, I'd like to ask you what your Tribal enrollment or affiliation is? (mark all that apply)

	Enrolled	Affiliation
Ak Chin Indian Community of the Maricopa (Ak Chin) Indian Reservation		
Cocopah Tribe of Arizona		
Colorado River Indian Tribes of the Colorado River Indian Reservation (AZ and California)		
Fort McDowell Yavapai Nation		
Fort Mojave Indian Tribe (Arizona, California and Nevada)		
Gila River Indian Community of the Gila River Indian Reservation		
Havasupai Tribe of the Havasupai Reservation		
Hopi Tribe of Arizona		
Hualapai Indian Tribe of the Hualapai Indian Reservation		
Kaibab Band of Paiute Indians of the Kaibab Indian Reservation		
Navajo Nation (Arizona, New Mexico and Utah)		
Pascua Yaqui Tribe of Arizona		
Quechan Tribe of the Fort Yuma Indian Reservation (Arizona and California)		
Salt River Pima-Maricopa Indian Community of the Salt River Reservation		
San Carlos Apache Tribe of the San Carlos Reservation		
San Juan Southern Paiute Tribe of Arizona		
Tohono O'odham Nation of Arizona		
Tonto Apache Tribe of Arizona		
White Mountain Apache Tribe of the Fort Apache Reservation		
Yavapai-Apache Nation of the Camp Verde Indian Reservation		
Yavapai-Prescott Indian Tribe		
Zuni Tribe		
Other Tribe:		
Other Tribe:		
Other Tribe:		

2. Do you identify as another race or ethnicity as well? If so which one?

- ☐ Asian
 ☐ Hispanic/Latinx
☐ Black/African American
☐ Native Hawaiian/Pacific Islander
☐ White
☐ Other: _____

3. How would you identify your gender?

(If needed, would you like to be addressed as he, she or they?)

- ☐ Male
 ☐ Female
☐ Other _____



4. Can you tell me the story of how you went missing?

[Probes: Timeframe gone, situation, age and year went missing, age and year found]

5. (If not answered in Q4) What year did you go missing? _____

6. (If not answered in Q4) How old were you at the time you went missing? _____

7. (If not described in Q4) Can you tell me how you were found?

8. (If not answered already) What year were you found? _____

9. (If not answered already) How old were you at the time you were found? _____

10. Where did you live before you went missing?

11. (If not answered in #10) Did you live on the reservation? ☐ Yes ☐ No

12. Where do you currently live?

13. People go missing for many different reasons. How or why did you go missing? (SELECT ALL THAT APPLY)

- | | |
|---|--|
| ☐ Runaway/Left on your own free will | ☐ Sex trafficking |
| ☐ Kidnapped | ☐ Labor trafficking |
| ☐ Abusive partner | ☐ Substance Abuse |
| ☐ Suicidal thoughts | ☐ Legal problems |
| ☐ Domestic Violence | ☐ Lured or taken by someone you trusted |
| ☐ Left on your own, but then held against your will | |
| ☐ I don't know [probe with Domestic Violence or Substance Abuse] | |
| ☐ Would rather not say | |



☐ Other _____

14. BEFORE you went missing, were you experiencing Domestic Violence ? ☐ Yes ☐ No ☐ Would rather not say

14a. [If YES to Q14] **Was Domestic Violence involved in your going missing?** ☐ Yes ☐ No ☐ Don't know
☐ Would rather not say

14b. [If YES to Q14] **Would you mind sharing how Domestic Violence related to your going missing?**

15. During the time you were missing, do you believe you were a victim of Sex Trafficking or Labor Trafficking?

☐ Yes, Sex Trafficked ☐ Yes, Labor Trafficked ☐ No ☐ Don't know ☐ Would rather not say

[ONLY READ DEFINITIONS IF NEEDED]

Sex trafficking definition= *The action or practice of illegally transporting people from one country or area to another for the purpose of sexual exploitation.*

Labor trafficking definition = *A form of modern-day slavery in which individuals perform labor or services through the use of force, fraud, or coercion.*

16. Was Substance Abuse involved in the reason you WENT missing? ☐ Yes ☐ No ☐ Don't know ☐ Would rather not say

16a. [If YES to Q16] **Would you mind sharing how substance abuse related to your experience of going missing?** _____

17. Was Substance Abuse part of your experience WHILE missing? ☐ Yes ☐ No ☐ Don't Know ☐ Would rather not say

17a. [If YES to Q17] **Would you mind sharing how substance abuse was a part of your experience while you were missing?** _____

18. Did you feel like you were missing? ☐ Yes ☐ No ☐ Would rather not say

19. Did you see television, fliers, Facebook posts or other social media, or hear on the radio about you being missing WHILE you were missing? ☐ Yes ☐ No

19a. [If YES to Q19] **What did you see or hear?** (Probe: social media, flyers, newspaper article, radio?)

19b. [If YES to Q19] **Where were you when you saw/heard it?**



19c. [If YES to Q19] **How did you feel about this?**

20. Sometimes families or friends report missing persons to law enforcement and sometimes they don't. Do you know if your incident was reported to law enforcement by family or friends? ☐ Yes ☐ No ☐ Don't Know

20a. [If YES to Q20] **Which law enforcement agency was that?**

☐ Tribal ☐ City ☐ County ☐ State ☐ BIA ☐ FBI ☐ Don't know ☐ Other _____

20b. [If NO to Q20] **Do you know why you were not reported missing?**

21. Did law enforcement start a search for you? ☐ Yes ☐ No ☐ Don't Know

21a. [If YES to Q21] **Which law enforcement agency started the search?** [SELECT ONE]

☐ Tribal ☐ City ☐ County ☐ State ☐ BIA ☐ FBI ☐ Other _____

Specific Agency: _____

21b. [If YES to Q21] **Were other law enforcement agencies part of the search?** [SELECT ALL THAT APPLY]

☐ Tribal ☐ City ☐ County ☐ State ☐ BIA ☐ FBI ☐ Other _____

Specific Agency: _____

Now I would like to ask you some questions about how helpful law enforcement was for you and your loved ones.

22. Was Tribal Law Enforcement helpful for you? ☐ Yes ☐ No ☐ Don't Know ☐ No involvement with Tribal law enforcement

22a. [If YES to Q22] **What did you like about how they helped you?**

22b. [If NO or DON'T KNOW to Q22] **Was there anything you did like about how they helped you?**

22c. **What did you not like about how they helped you?**

23. Was Tribal Law Enforcement helpful for your loved ones? ☐ Yes ☐ No ☐ Don't Know ☐ No involvement with Tribal law enforcement

23a. [If YES to Q23] **What did you like about how they helped them?**



23b. [If NO or DON'T KNOW to Q23] **Was there anything you did like about how they helped them?**

23c. **What did you not like about how they helped them?**

24. Was State Law Enforcement helpful for you? ☐ Yes ☐ No ☐ Don't Know ☐ No involvement with State law enforcement

24a. [If YES to Q24] **What did you like about how they helped you?**

24b. [If NO or DON'T KNOW to Q24] **Was there anything you did like about how they helped you?**

24c. **What did you not like about how they helped you?**

25. Was State Law Enforcement helpful for your loved ones? ☐ Yes ☐ No ☐ Don't Know ☐ No involvement with State law enforcement

25a. [If YES to Q25] **What did you like about how they helped them?**

25b. [If NO or DON'T KNOW to Q25] **Was there anything you did like about how they helped them?**

25c. **What did you not like about how they helped them?**

26. Was City Law Enforcement helpful for you? ☐ Yes ☐ No ☐ Don't Know ☐ No involvement with City law enforcement

26a. [If YES to Q26] **What did you like about how they helped you?**

26b. [If NO or DON'T KNOW to Q26] **Was there anything you did like about how they helped you?**

26c. **What did you not like about how they helped you?**



27. Was City Law Enforcement helpful for your loved ones? ☐ Yes ☐ No ☐ Don't Know ☐ No involvement with City law enforcement

27a. [If YES to Q27] **What did you like about how they helped them?**

27b. [If NO or DON'T KNOW to Q27] **Was there anything you did like about how they helped them?**

27c. **What did you not like about how they helped them?**

28. Was County Law Enforcement helpful for you? ☐ Yes ☐ No ☐ Don't Know ☐ No involvement with County law enforcement

28a. [If YES to Q28] **What did you like about how they helped you?**

28b. [If NO or DON'T KNOW to Q28] **Was there anything you did like about how they helped you?**

28c. **What did you not like about how they helped you?**

29. Was County Law Enforcement helpful for your loved ones? ☐ Yes ☐ No ☐ Don't Know ☐ No involvement with County law enforcement

29a. [If YES to Q29] **What did you like about how they helped them?**

29b. [If NO or DON'T KNOW to Q29] **Was there anything you did like about how they helped them?**

29c. **What did you not like about how they helped them?**

30. Was BIA Law Enforcement helpful for you? ☐ Yes ☐ No ☐ Don't Know ☐ No involvement with BIA law enforcement



30a. [If YES to Q30] **What did you like about how they helped you?**

30b. [If NO or DON'T KNOW to Q30] **Was there anything you did like about how they helped you?**

30c. **What did you not like about how they helped you?**

31. Was BIA Law Enforcement helpful for your loved ones? ☐ Yes ☐ No ☐ Don't Know ☐ No involvement with BIA law enforcement

31a. [If YES to Q31] **What did you like about how they helped them?**

31b. [If NO or DON'T KNOW to Q31] **Was there anything you did like about how they helped them?**

31c. **What did you not like about how they helped them?**

32. Was FBI Law Enforcement helpful for you? ☐ Yes ☐ No ☐ Don't Know ☐ No involvement with FBI law enforcement

32a. [If YES to Q32] **What did you like about how they helped you?**

32b. [If NO or DON'T KNOW to Q32] **Was there anything you did like about how they helped you?**

32c. **What did you not like about how they helped you?**

33. Was FBI Law Enforcement helpful for your loved ones? ☐ Yes ☐ No ☐ Don't Know ☐ No involvement with FBI law enforcement

33a. [If YES to Q33] **What did you like about how they helped them?**

33b. [If NO or DON'T KNOW to Q33] **Was there anything you did like about how they helped them?**



33c. What did you not like about how they helped them?

34. Was the person involved in you going missing charged in any criminal procedure? ☐ Yes ☐ No ☐ There was no person involved ☐ Don't Know ☐ Would rather not say

35. Were you referred to the Victim Advocate/Specialist by law enforcement? ☐ Yes ☐ No [If NO SKIP to #36]

35a. [If YES to Q35] Who referred you? ☐ Tribal ☐ BIA ☐ FBI ☐ County ☐ State ☐ City
☐ Other organization _____

35b. [If YES to Q35] Did you work with that victim advocate/specialist? ☐ Yes ☐ No

35c. [If YES to Q35b] What did you like about how they helped you?

35d. [If YES to Q35b] What did you not like about how they helped you?

36. Did you seek out a victim advocate/specialist on your own? ☐ Yes ☐ No

36a. [If YES to Q36] What did you like about how they helped you?

36b. [If YES to Q36] What did you not like about how they helped you?

36c. [If NO to Q36] Would you have wanted to work with a victim advocate? ☐ Yes ☐ No ☐ Don't Know
[SKIP TO #38]

37. [If they worked with a Victim Advocate] What resources/services/referrals did the Victim Advocate/Specialist provide for you? ☐ Food ☐ Shelter ☐ Transportation ☐ Understanding the judicial system ☐ Mental Health Counseling ☐ Other _____

38. Did you apply for Arizona State Victim Compensation? ☐ Yes ☐ No

Definition of ASVC = If you are a victim of a crime or a derivative victim, you can apply to your county's Crime Victim Compensation Board to recover certain expenses. This money comes from surcharges and penalties that are paid by criminals. Victims may apply to recoup losses paid for things like Medical or dental expenses, Mental health counseling, or Lost wages.



38a. [If YES to Q38] **Were you awarded Arizona State Victim Compensation?** ☐ Yes ☐ No ☐ Don't Know

38b. [If YES to Q38] **What did you receive money for?**

- ☐ Mental health counseling
☐ Medical costs ☐ Lost wages ☐ Other _____

38c. [If NO to Q38] **Can you tell me why you did not apply for Victim Compensation?**

- ☐ I did not know about the fund/program ☐ It was too hard/confusing to apply
☐ I did not qualify (specify reason below)

☐ Other reason

39. Was there anything else that you needed, but didn't get during this whole experience?

40. What do you think is needed or what changes do you believe are necessary, to address the issue of Missing and Murdered Indigenous Women and Girls? [Probe with changes to law enforcement, changes to victim services, etc.]

41. That is the end of the interview, is there anything else that you would like me to know?

Thank you for sharing your story with me. I just want to say that I am very sorry that you went through this experience, and your story is very meaningful and purposeful to what we are trying to capture with this study. It is a great gift to help our State understand your experience better to help determine the most effective ways to reduce and end these incidents of MMIWG. As part of the consent form, there are a list of Tribal victim service providers as well as mental health support services if it would be helpful to connect with them after talking today. Again, thank you again for your willingness to step forward and share with us your story.



Post-Interview Notes for Interviewer Only:

Time interview ended: _____ p.m./a.m. (circle one)

Length of interview: _____ hours and _____ minutes

Calculated age of Missing person current age _____

Important notes about interview



Appendix E: Informed Consent for Tribal Interviews

Family Member Participant Informed Consent “Study on Missing & Murdered Indigenous Women & Girls (MMIWG)”

Purpose of the Interview: Our goal is to learn from people who have experience with Missing and Murdered Indigenous Women and Girls (MMIWG). We would like to ask you questions about how your loved one became missing, your experiences with law enforcement, victim services, and anything else you want to share about your experiences. What you share will help with policy recommendations that will be presented to Arizona’s HB 2570 Study Committee to develop culturally appropriate solutions to address MMIWG.

What you will be asked to do: You will be asked questions about your experiences with MMIWG. This will include your thoughts about what happened right before, during, and after your loved one went missing. You will be asked about your contact and experience with law enforcement and victim advocates.

Confidentiality: The information you share will be kept confidential with the research team. In addition, you and/or your Tribe will not be identified in any reports or anywhere else specifically.

Time Required: It may take up to one hour or more to complete this interview.

Benefits of Participation: Your participation will help to create policy recommendations for Arizona’s HB 2570 Study Committee with the goal of reducing MMIWG.

Voluntary Participation and Right to End the Interview: You do not have to answer any questions that you do not want to answer. You can stop participating at any time. No one will be upset or angry if you decide not to participate or if you stop participating at any time for any reason. One potential risk that you may experience by participating in this research is that some of the questions might make you feel uncomfortable or may be upsetting to you. We are going to ask questions about your lost loved one or your experience of going missing, and that could trigger emotional feelings. To minimize this risk, we encourage you to take breaks when you need to, and you may want to talk to mental health counselors or other service providers listed on the back of this document after the interview.

Whom to Contact if you Have Questions About the Study: Katie Haverly, LeCroy & Milligan Associates, 2002 N. Forbes Blvd, Suite 108, Tucson, AZ 85745; Telephone (520) 326-5154 ext. 108; Email: katie@lecroymilligan.com

Whom to Contact About Your Rights as a Research Participant in the Study: This research has been reviewed and approved by Argus IRB; Telephone: (520) 298-7494; Email: argusirb@juno.com

Agreement: By answering the interview questions, you are agreeing to participate in this important study. This informed consent description and the list of resources below are yours to keep.

*Are you ready and willing to move forward with this interview?
(If other family members and/or interpreter is present all parties must agree)*



Arizona Tribal Victim Advocacy

Ak-Chin Indian Community

Collette Susunkewa, Legal
Assistant/Victim Advocate
Office of the Prosecutors
(520) 568-1780
csusunkewa@akchin.nsn.us

Colorado River Indian Tribe

Janice Patch, Crime Victim
Advocate
CRIT Victim Advocacy Program
(928) 669-2906
jpatch@critdoj.com

Fort McDowell Yavapai Nation

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Hopi Tribe

Maude Yoyhoeoma, Domestic
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Hualapai Tribe

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Havasupai Tribe

Canolia Kaska, Domestic
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Fort Mojave Indian Tribe

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Fort Mojave Indian Tribe
Domestic Violence Program
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Navajo Nation

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Navajo Nation

Lorena Halwood, Executive
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Ama Doo Alchini Bighan, Inc
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ltellerh4@hotmail.com

Navajo Nation

Kristy Granger, Sexual Assault
Victim Advocate
Tuba City Regional Health Care
Corporation
(928) 283-2933
kristly.granger@tchealth.org

Navajo Nation

Carmelia Blackwater, Executive
Shelter Director
Tohdenasshai Committee
Against Family Abuse - TCAFA
(928) 697-3635
tcafa2018@gmail.com

Pascua Yaqui Tribe

Canada B. Valenzuela, Program
Manager
Pascua Yaqui Police-Victim
Service, Tucson, AZ
(520) 879-5769
canada.valenzuela@pascuayaqui-nsn.gov

Pascua Yaqui Tribe

Elvira Osuna, Victim Advocate
Guadalupe Victim Services,
Guadalupe, AZ
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Elvira.Osuna@pascuayaqui-nsn.gov

Quechan Tribe

Brandy Cordova, Victim
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Quechan Victim Services
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ssvictimadvocate@quechanTribe.com

Tohono O'odham Tribe

Yuriko Toro, Program Manager
Komckud ki: Domestic Violence
Program
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Salt River Pima Maricopa Indian Community

Lynda Rivers, Domestic Violence
Victim Advocate
HHS/ Behavioral Health
Services
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Salt River Pima Maricopa Indian Community

Paula Flores, Domestic Violence
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Family Advocacy Center
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San Carlos Apache Tribe

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Division
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San Carlos Apache Tribe

Lori Goode, Domestic Violence
Victim Advocate
Dept. of Justice, Criminal Justice
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Yavapai Apache Nation

Desiree Huey, Victim Advocate
Office of the Prosecutors
(928) 567-1015
dhuey@yan-Tribe.org



White Mountain Apache Tribe

LAMBERTa Gooday, Family

Strength Worker

WMAT Social Services

(928) 338-4164

lamBERTagooday@wmat.us

**Southwest Indigenous Women's
Coalition**

Leanne Guy, Executive Director

Arizona Statewide Tribal DV/SA

Coalition

(480) 818-7518

leanne.guy@swiwc.org

**Hopi Tewa Women's Coalition to
End Abuse**

Carey Onsae-Namoki, Executive

Director

(928) 225-7029

carey.onsae@htwcea.org



Tribal Health Center Directors

Ak-Chin Indian Community

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Salt River Pima-Maricopa Indian Community

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Ft. Mojave Indian Tribe

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Havasupai Tribe

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Hopi Tribe

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Hualapai Tribe

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White Mountain Apache Tribe

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Yavapai-Apache Nation

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URBAN HEALTH PROGRAMS**Native Americans for Community Action, Inc.**

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