

SUPPORTING STATEMENT

Census of Tribal Law Enforcement Agencies (CTLEA)

A. JUSTIFICATION

Overview

The Bureau of Justice Statistics (BJS) request a three-year clearance to conduct the 2025 Census of Tribal Law Enforcement Agencies (CTLEA). The CTLEA (OMB No. 1121-0366, expired 07/31/2022) was first collected in 2019 (reference year of 2018) and is part of the larger BJS portfolio of tribal justice data collections that comprise the Tribal Justice Statistics Program (TJSP). Three tribal justice agency-specific data collections make up the core of the BJS TJSP: the Survey of Jails in Indian Country (SJIC), the CTLEA, and the Census of Tribal Court Systems (CTCS).

The Tribal Law and Order Act (TLOA) of 2010 (P.L. 111–211, 124 Stat. 2258 § 251(b) requires BJS to (1) establish and implement a tribal crime data collection system, (2) consult with American Indian tribes to establish and implement this data collection system, and (3) report annually to Congress on the data collected and analyzed in accordance with the Act.¹ The collection of CTLEA data directly support BJS efforts to fulfill this mandate.

This will be the second iteration of the CTLEA (see **Attachment A** for current instrument), allowing BJS to replicate a series of questions from the initial collection to analyze changes over time. For this iteration of the collection, it is intended to collect both 2024 and 2025 data to better understand current criminal justice challenges and issues impacting tribal lands. Collecting key administration information, as well as criminal incidents occurring on tribal lands fills a void in federal data collections, as Indian country tends to not be represented in larger national crime- and victim-related data collections.

The CTLEA collects aggregated administrative data from all tribal law enforcement agencies in Indian country, which consists of approximately 300 agencies, including tribally operated agencies, those operated by the Bureau of Indian Affairs (BIA) and the Alaska State Troopers on behalf of the Village Public Safety Officers Program (VPSO). The agencies will provide data for the CTLEA through a web-based survey for items including, but not limited to—

- the total fiscal year operating budget
- the number of full-time and part-time sworn officers
- the number of full-time and part-time non-sworn personnel
- the number of full-time sworn officers, by race/ethnicity and sex
- the number of calls for service
- the total number of arrests
- the number of juvenile arrests
- the number of citations and arrests of non-Indians
- the number of persons reported missing; and number of juveniles reported missing

¹ See Public Law 111–211, 124 Stat. 2258 § 251(b)

1. Explain the circumstances that make the collection of information necessary. Identify any legal or administrative requirements that necessitate the collection. Attach a copy of the appropriate section of each statute and regulation mandating or authorizing the collection of information.

BJS is directed to collect and analyze statistical information concerning the operation of the criminal justice system at the federal, state, and local levels under 34 U.S.C. § 10132, United States Code, Section 10132). This includes tribal law enforcement agencies whose responsibilities include the investigation and arrests for crimes occurring on tribal lands.

In addition, the Tribal Law and Order Act of 2010 (TLOA), which had significant implications for the administration and operational capacity of tribal justice systems, directed BJS to improve its tribal statistical data collection at the federal, state, local, and tribal levels². TLOA requires BJS to (1) establish and implement a tribal data collection system and (2) support tribal participation in national records and information systems (P.L. 111-211, 124 Stat. 2258, § 251(b)). The act further requires BJS to consult with American Indian tribes to establish and implement a data collection system and to report to Congress within one year of enactment, and annually thereafter, the data collected and analyzed in accordance with the act.

In addition to the TLOA mandate that BJS establish and implement a tribal crime data collection system, other significant legislation and court rulings have highlighted the continued need to develop and improve the data collected from tribal justice systems. Specifically, the 2020 U.S. Supreme Court decision in the *McGirt v. Oklahoma* case brought major changes to the administration of justice for the five largest tribal nations in Oklahoma. As a result of the McGirt decision, under the Major Crimes Act serious felonies committed on the reservations by American Indians against any victim and non-Indians against American Indians would be treated as federal crimes rather than state crimes, significantly increasing the caseloads and vacated state convictions would fill the federal courts.

In response to challenges to *McGirt v. Oklahoma*, the Supreme Court later ruled in *Oklahoma v. Castro-Huerta* in 2022, that federal and state governments held joint jurisdiction to prosecute non-Indians for crimes on native lands. Despite the complexity involving criminal jurisdiction on tribal lands prompting the Supreme Court intervention in a short span of time, limited data is available about the magnitude of cases handled in tribal justice agencies annually and number of matters involving non-Indian offenders committing crimes against American Indians on tribal lands.

The Violence Against Women Act (VAWA) of 2013 and the 2022 reauthorization expanded tribal jurisdiction to exercise their sovereign power to investigate, prosecute, convict, and sentence both American Indian and non-Indians who assault American Indian spouses or dating partners or violate a protection order in Indian Country, as well as created a pilot project for some Alaska Native Villages (ANVs) to begin exercising special tribal criminal jurisdiction. Although VAWA expanded tribal jurisdiction over certain crimes and offender types, limited reliable statistical data is available on the number of criminal cases or civil matters involving

² Tribal Law and Order Act, Pub.L. 111-211, H.R. 725, 124 Stat. 2258, enacted July 29, 2010.

both American Indian and non-Indians for domestic violence, stalking or intimate partner violence occurring on tribal lands.

The Not Invisible Act of 2019 established a commission and series of recommendations, including changes to tracking and reporting data on missing and murdered Indigenous peoples (MMIP), hiring and retention of law enforcement staff, and increased information sharing between tribes as it relates to violent crimes. Limited data on the recruitment and retention of tribal police officers is available, as well as a lack of MMIP data from Native tribes.

The CTLEA is the only national tribal specific data collection that provides data on the administration and operational characteristics of tribally operated law enforcement agencies, the BIA police departments, and the Village Public Safety Officers programs in Alaska. It will continue to provide information on how tribal law enforcement and crimes occurring on tribal lands may differ in PL-280 and non-PL-280 states. The CTLEA will provide data about the pressing questions pertaining to tribal law enforcement, which will help tribes and their state and federal partners to improve safety in Indian country.

BJS is the only federal statistical agency with a mandate to develop a tribal crime and justice data collection system. The updated CTLEA data are needed by BJS and the public to understand and continue to measure the administration and operations of tribal law enforcement agencies.

2. Indicate how, by whom, and for what purpose the information is to be used. Except for a new collection, indicate the actual use the agency has made of the information received from the current collection.

Recurring uses of the CTLEA by BJS

The 2018 CTLEA (OMB Control Number 1121-0366) collected data from tribal law enforcement agencies, including tribally operated agencies, Bureau of Indian Affairs (BIA) police agencies, and the Alaska State Police operating the Alaska Village Public Safety Officers program. The 2018 CTLEA provided a profile of tribal law enforcement by type of agency, the number of agencies and full-time sworn employees, jurisdictional authority, officer equipment and training, the number of calls for service and arrests, and functions performed on a regular basis. The CTLEA information was published in *Tribal Law Enforcement in the United States, 2018* (NCJ 306022, BJS, July 2023). The survey was administered to 258 tribal law enforcement agencies responsible for policing in Indian country and Alaska Native villages and obtained a response rate of 92%.

BJS will publish an update to the *Tribal Law Enforcement in the United States* based on the new data collected. The planned report will present trend data on jurisdictional authority of agencies to issue citations and arrest of American Indian and Non-Indians, funding sources, officer benefits and trainings, job functions, total calls for service, and arrests. The 2025 CTLEA will also enable BJS to report on the number of agencies that encountered challenges recruiting and retaining officers, cross deputation and partnerships with other agencies, staffing and policies related to missing and murdered persons, domestic violence, sexual assaults and the number of

missing person reported to NCIC Correctional Services, and the number and type of drug arrests on tribal lands.

BJS will also include 2025 CTLEA data in its annual technical report: [Tribal Crime Data Collection Activities](#). This report describes activities by BJS related to collecting and improving the quantity and quality of data on crime and justice in Indian country as required by TLOA. Topics covered include the most recent statistical findings on American Indians and Alaska Natives (AIANs) and tribal justice agencies.

External Uses of the CTLEA

Other entities rely on the CTLEA data for research, planning, and programmatic purposes. The CTLEA data and statistical reports are used by the U.S. Department of Justice, U.S. Congress, tribal leader and law enforcement administrators, students, academic researchers, and advocates. Examples of users and uses of these data include the following:

U.S. Congress - Members of Congress have a strong interest in criminal justice issues in Indian country and have used CTLEA data to understand the staffing, duties, functions, work activity and emerging issues impacting of tribal law enforcement agencies in Indian country. The TLOA requires BJS to submit to Congress a [report](#) describing the data collected and analyzed on crime and justice in Indian country.

In 2024, the Congressional Research Service (CRS) cited CTLEA data to provide an overview of tribal law enforcement agencies (LEAs), federal funding for tribal LEAs, their authority to enforce federal and state laws, and training for tribal law enforcement officers (LEOs) to members of Congress.³

Government Accountability Office (GAO) - A 2018 GAO study (requested by Senators John Hoeven, R-N.D. and John Barrasso, R-WY) addressed risk factors and unique challenges that Native American youth face with contact with justice systems.⁴

Additionally, in March 2024, Senators Mike Rounds (R-S.D.), a member of the Senate Committee on Indian Affairs, and John Thune (R-S.D.) requested for GAO to examine:

- the number of tribal law enforcement personnel,
- the number of law enforcement positions that remain unfilled at tribally-controlled and direct service departments,
- tribal law enforcement funding, and
- the number of calls for service that tribal law enforcement officers respond to annually.⁵

The CTLEA will continue to collect data to help respond to these types of data requests by members of Congress. For example, the survey includes questions about juvenile justice statutes or regulations for handling minors under the age of 18, the number of juveniles arrested and/or

³ See https://www.congress.gov/crs_external_products/IF/PDF/IF12569/IF12569.2.pdf

⁴ <https://www.gao.gov/assets/gao-18-591.pdf>

⁵ See: <https://www.rounds.senate.gov/newsroom/press-releases/rounds-thune-request-gao-inquiry-into-tribal-law-enforcement-budget-public-safety-crisis>

reported missing annually, and juvenile diversion programs. The 2018 CTLEA reported the number of tribally operated law enforcement agencies increased 31% from 2008 to 2018 (from 178 to 234 agencies), that 3,834 full-time sworn officers were employed in tribally operated law enforcement agencies in 2018, and tribal agencies received about 2 million calls for service and made a total of 162,190 arrests. The 2025 CTLEA will collect this vital information to continue to determine trends over time.

The Office of the Inspector General, at the Department of Justice (DOJ) - A 2017 report, *Review of the Department’s Tribal Law Enforcement Efforts Pursuant to the Tribal Law and Order Act of 2010*, reported that crime data in Indian country is often unreliable and incomplete, limiting the Department’s ability to fully engage in performance-based management of tribal programs and funding for its effort to implement its TLOA responsibilities.⁶ Many changes in Indian country occur on an annual basis, including changes in leadership, tribal codes and statute development, the number and nature of tribal justice agencies and programs. For example, the total number of tribally operated law enforcement agencies in the United States increased 32%, from 178 in 2008 to 234 in 2018.⁷ The CTLEA will provide a timely update to the Department on the number of operating tribal law enforcement agencies, their data reporting to regional and national criminal justice databases, and the availability of technology, including body worn and dashboard camera in patrol vehicles.

Office of Tribal Justice (OTJ), DOJ—OTJ is the primary point of contact for DOJ with federally recognized Native American tribes and advises the Department on legal and policy matters pertaining to Native Americans. OTJ uses data from the CTLEA and other BJS annual reports as a resource.

Office of Justice Programs—Agencies within OJP, such as the Office of Juvenile Justice and Delinquency and Prevention (OJJDP), use CTLEA data to measure tribal juvenile contact with the tribal justice system, including the juvenile codes, number of juvenile arrests, and juvenile diversion programs.

Community Oriented Policing Services (COPS) Office, a component of the Justice Department, is responsible for advancing community policing nationwide with grants and a knowledge resource products, training and technical assistance. The COPS Office provides Tribal law enforcement agencies funds for hiring, equipment and technology, and training annually. The COPS Office is a CTLEA stakeholder and uses the CTLEA data to understand staffing levels, types in-service training available to tribal officers, and types of information technology available in the agency office and in the field (e.g. Satellite phones, unmanned aerial systems/drones, and mobile fingerprint scanners),

Bureau of Indian Affairs - The Bureau of Indian Affairs (BIA) Office of Justice Services (OJS), of the Department of Interior, in their February 2024 report, *Report to the Congress on Spending, Staffing, and Estimated Funding Costs for Public Safety and Justice Programs in*

⁶ Department of Justice, Office of the Inspector General. “Review of the Department’s Tribal Law Enforcement Efforts Pursuant to the Tribal Law and Order Act of 2010.” December 2017. see <https://oig.justice.gov/reports/2017/e1801.pdf>

⁷ See: Tribal Law Enforcement in the United States, 2018, <https://bjs.ojp.gov/document/tleus18.pdf>

Indian Country, 2021, notes that TLOA was designed to provide greater freedom for Indian Tribes and Tribal nations to design and operate their own justice systems, making Federal departments and agencies more accountable for serving Native people and lands.⁸ OJS is responsible for allocating appropriations for all tribal law enforcement (tribally operated and BIA agencies), 230 plus tribal courts, and 96 detention or corrections programs, as well as other BIA agency offices that deliver direct services or by the Tribes through self-determination contracts or self-governance compacts, pursuant to the Indian Self-Determination and Assistance Act, P.L. 93-638. About 208 Tribal entities are located in non-P.L. 280 States (35%), and 372 Tribes are in P.L. 280 States (65%), primarily in Alaska and California. The CTLEA will collect data, particularly important to the BIA-OJS, on the jurisdictional landscape among tribal law enforcement agencies, including the authority to issue citations and arrests of American Indians and non-Indians, the criminal jurisdiction exercised by state and local agencies on tribal lands, staffing levels, budgets and sources of funding, and training and equipment needs.

The Tribal Law and Order Commission in its report, *A Roadmap For Making Native America Safer Report To The President And Congress Of The United States*, found that the systems for generating law enforcement and crime data were undeveloped or nonexistent in some cases for Indian country.⁹ TLOA also authorized expanded jurisdictional and sentencing authority for tribal justice systems, clarified jurisdiction in Public Law 280 states, and encouraged more intergovernmental collaboration between tribal, federal, state, and local governments. The CTLEA collects data on subject and personal level jurisdiction exercised on tribal lands, the Public Law 280 status or arrangement of the jurisdiction in which the agencies operate, and the access and use of regional and criminal justice databases by agencies for reporting crime on tribal lands.

International Association of Chiefs of Police – The International Association of Chiefs of Police (IACP) Indian Country Law Enforcement Section has utilized CTLEA data on a recurring basis, including presentations at their 2023 and 2024 national conferences. The *Tribal Law Enforcement in the United States, 2018, report* and results were shared with the Indian country law enforcement section members in-person and disseminated electronically.

Researchers, Academics and Other Uses of the CTLEA

CTLEA data will support tribal law enforcement and tribal crime data needs of other federal officials, state officials in conjunction with tribal law enforcement agencies administrators, public researchers, academics and tribal justice advocacy groups. The CTLEA data are used for many purposes ranging from general summary statistics and national averages describing staffing, training, and workload at tribal law enforcement agencies.

BJS made the 2018 CTLEA data and documentation available to the public through the National Archive of Criminal Justice Data (NACJD) in January of 2024. The CTLEA data is available to researchers seeking to gain understanding of the functions, responsibilities, and operation of tribal law enforcement agencies. CTLEA data and documentation have been downloaded 427 times by 71 unique users. The next CTLEA survey will focus on five key areas: Jurisdiction,

⁸ See: https://www.bia.gov/sites/default/files/media_document/2021_tloa_report_final_508_compliant.pdf

⁹ See: <https://www.aisc.ucla.edu/iloc/report/>

Administration, Agency Functions, Information Technology, and Operations and Work Activity. The questions included in these sections will address legislative objectives, agency management and planning initiatives and general research interests on emerging issues in Indian country, as outlined below.

3. Describe whether, and to what extent, the collection of information involves the use of automated, electronic, mechanical, or other technological collection techniques or other forms of information technology, e.g., permitting electronic submission of responses, and the basis for the decision for adopting this means of collection. Also, describe any consideration of using information technology to reduce burden.

The 2018 CTLEA was administered as a paper survey and fillable PDF that was mailed, emailed, or completed via telephone follow-up. For the 2025 CTLEA, extensive development work went into determining whether a web-based survey would be feasible for Indian country respondents. Based on the success of the web transition of the SJIC, as well as feedback from various tribal expert panels, BJS intends to direct respondents to a web-based survey (**Attachment B**) through mailed and emailed instructions. The web-based platform offers a user-friendly interface, wide variety of question types, and includes skip logic, piping, error prompts, and cross-variable validations to reduce burden on the respondent while maintaining high reliability and validity of the data.

A fillable PDF will be made available for agencies as requested and respondents may also request to complete the survey by phone with a trained NORC staff member. Data received through alternate means will be manually entered by the project team.

A question guide (**Attachment F**) was developed to help LEAs gather data regarding arrest counts and other items that may need to be retrieved from case management systems. This guide will be provided both in print and available to download from the project website for reference or completion by hand. Respondents can then complete the form in hard copy and use it to respond to questions within the web survey.

NORC will also develop a corresponding case management system (CMS), which will track cases. Data from the web-survey platform will be synchronized to this CMS system at a regular periodicity and will be used to track the status of the survey for each LEA and as the basis for follow-up communications with respondents. The CMS will also allow NORC to access agency contact information for the purposes of data quality follow-up contacts to the agency, and for metadata analysis. The tracking utility allows for data quality review soon after questionnaires are submitted and removes the facility from future non-response contact attempts.

4. Describe efforts to identify duplication. Show specifically why any similar information already available cannot be used or modified for use for the purposes described in Item A.2 above.

After reviewing other BJS surveys, federal data collections, and relevant academic literature, BJS finds that the CTLEA provides information that is not duplicated by other federal or non-federal data collections. The 2002 Census of Tribal Justice Agencies and the 2001 Policing on

American Indian Reservations studies both pre-date TLOA and are outdated to the point that the information may no longer be relevant.

While BJS administers other administrative law enforcement collections, including Census of State and Local Law Enforcement Agencies (CSLLEA), these collections do not adequately capture comprehensive data on the unique operations of tribal law enforcement agencies. Both the CSLLEA and CTLEA capture information on the agency's functions and the total full-time and part-time staff. However, the CSLLEA data are not collected for the same years. CTLEA data can also be combined with CSLLEA to provide more complete coverage of staffing changes in tribal LEAs. Additionally, the CTLEA program captures the unique jurisdictional challenges faced by tribal law enforcement agencies with respect to P.L. 280 status and enforcement of tribal codes with non-tribal populations. Rather than duplicating efforts, the CTLEA collection complements the Census of Tribal Court Systems (CTCS, OMB clearance forthcoming) and together provide a more complete picture of how tribal justice systems serve tribal populations. It is the only ongoing collection of its kind and will result in comparable data across years.

The FBI National Incident Based Reporting System (NIBRS) collects data on tribal law enforcement agencies arrests, but in 2023, as reported in *Violent Offenses Reported and Cleared by Tribally Operated Law Enforcement Agencies, 2022–2023*, only 215 tribally operated law enforcement agencies were eligible to report crime via NIBRS, whereas the CTLEA will collect data from 303 agencies, including conservation and wildlife agencies and Alaska State Troopers on behalf of the Village Public Safety Officers. The CTLEA ask questions about a subset of arrests that focus on major challenges facing Indian country, including kidnapping, homicide, sexual assault, domestic violence, human trafficking, and neglect, abuse, or financial exploitation of the elderly. CTLEA arrests data will be compared to estimates reported in NIBRS for the same data years.

5. If the collection of information impacts small businesses or other small entities, describe any methods used to minimize burden.

BJS anticipates that some LEAs will fall into the category of a small entity based on staffing levels, though this will not be the case for all LEAs. To minimize burden across all respondents, BJS updated the CTLEA after extensive consultation, outreach and engagement with tribes, tribal leaders, tribal law enforcement agencies, and federal partners to measure current issues and challenges facing tribal law enforcement agencies, such as juvenile justice, missing persons, and drug distribution on tribal lands. Additionally, BJS and NORC conducted a cognitive test of the CTLEA instrument and study protocol in 2025 to refine the instruments and minimize response burden. As a result of the cognitive testing, items with high nonresponse rates were flagged and some items were updated or deleted.

Additionally, BJS will implement several procedures to minimize burden, as noted below—

- a) The web version of the CTLEA survey, which BJS expects most or all respondents to use, will ease reporting by including programmed logic to (i) automatically direct the respondent to the appropriate questions, (ii) automatically direct the respondent to only applicable items; and (iii) ensure consistency across responses, thus reducing the need for follow-up.

- b) An intelligent login program will be utilized for data collection, which stores information and responses, thus allowing for multi-session completion of the census instrument (i.e., it will allow respondents to stop and restart pending confirmation of information from others in the agency).
- c) The project staff will be available during regular business hours (8:00 AM to 5:00 PM Central Time) to assist respondents via phone or email. A dedicated CTLEA inquiry email address will be provided to respondents with all written materials and emails. The phone number and email address for the CTLEA's principal investigator will be provided to respondents to ensure timely communications.

6. Describe the consequence to federal program or policy activities if the collection is not conducted or is conducted less frequently, as well as any technical or legal obstacles to reducing burden.

TLOA mandates BJS develop and implement a tribal data collection system and the CTLEA is an important regular collection to meet this legal mandate. The 2018 CTLEA was the first iteration of the proposed collection and will serve as a benchmark for trend comparisons. Aside from the CTLEA, no other comprehensive data collection on tribal law enforcement in Indian country has been conducted since the *2002 Census of Tribal Justice Agencies* (CTJA).

7. Explain any special circumstances that would cause an information collection to be conducted in a manner:

- **requiring respondents to report information to the agency more often than quarterly;**
- **requiring respondents to prepare a written response to a collection of information in fewer than 30 days after receipt of it;**
- **requiring respondents to submit more than an original and two copies of any document;**
- **requiring respondents to retain records, other than health, medical, government contract, grant-in-aid, or tax records for more than three years;**
- **in connection with a statistical survey, that is not designed to produce valid and reliable results that can be generalized to the universe of study;**
- **requiring the use of statistical data classification that has not been reviewed and approved by OMB;**
- **that includes a pledge of confidentiality that is not supported by authority established in statute or regulation, that is not supported by disclosure and data security policies that are consistent with the pledge, or which unnecessarily impedes sharing of data with other agencies for compatible confidential use; or**
- **requiring respondents to submit proprietary trade secret, or other confidential information unless the agency can demonstrate that it has instituted procedures to protect the information's confidentiality to the extent permitted by law.**

There are no special circumstances in conducting this information collection. The CTLEA collection is consistent with the guidelines in 5 CFR 1320.5.

8. If applicable, provide a copy and identify the date and page number of publication in the *Federal Register* of the agency's notice, required by 5 CFR 1320.8(d), soliciting comments on the information collection prior to submission to OMB. Summarize public comments received in response to that notice and describe actions taken by the agency in response to these comments. Specifically address comments received on cost and hour burden.

Describe efforts to consult with persons outside the agency to obtain their views on the availability of data, frequency of collection, the clarity of instructions and recordkeeping, disclosure, or reporting format (if any), and on the data elements to be recorded, disclosed, or reported.

Consultation with representatives of those from whom information is to be obtained or those who must compile records should occur at least once every 3 years -- even if the collection-of-information activity is the same as in prior periods. There may be circumstances that may preclude consultation in a specific situation. These circumstances should be explained.

The CTLEA is consistent with the guidelines in 5 CFR 1320.8(d). BJS published a 60-Day Notice in the Federal Register on June 4, 2026 (FR Vol 91, Number 2026-11173, pages 33758-33759, see **Attachment C**). The comment period ended on August 3, 2026. In response to the 60-day notice, BJS received one comment letter from the Navajo Nation (**Attachment D**).

In summary, the Navajo Nation noted that :1) law enforcement in Indian Country is severely under-resourced; 2) American Indians experience disproportionately high rates of violent crime; 3) Missing and Murdered Indigenous Persons continues to plague Indian Country; 4) only 200 patrol officers protect a reservation of more than 27,000 square miles they receive on average more than 200,000 calls for service each year, with more than 40 homicides; 5) they struggle with recruitment and retention of officers due limited benefits like bonuses, pensions, insurance, and mental health services; 6)

The Navajo Nation encourages BJS continue to collect and disseminate CTLEA data and recommend including questions:1) analyzing the funding of tribal law enforcement agencies, staffing and workloads and operations: 2) conducting the CTLEA annually to better understand trends and support informed decision-making and 3) for BJS to disseminate reports based on the CTLEA to all tribal leaders when approved for public release.

The 2025 CTLEA will have major updates since the 2019 iteration and Section B will include questions on total operating budgets (B1), the sources of funding (B3), benefits (B5) and wellness programs for officers (B6), whether the agencies experience recruitment (B7) and retention challenges (B8), total sworn and non-sworn employees (B9), and types of positions available (B10). In Section C, the CTLEA will include questions cross deputations (C4), participation in joint task forces (C5), policy and procedures for Missing and Murder Indigenous Person (C6). In Section E, CTLEA will collect information agency operations and work activity,

including data on the total call for service, total arrests, and total arrest for a variety of violent crime and drug distribution, and the number of persons reporting missing.

CTLEA is a periodic collection occurring at 4-to-5-year intervals. BJS has prioritized a web-based information gathering, which will improve the processing of the data compared with the paper version in the past. BJS proposes to release multiple reports based on the CTLEA and will make them publicly available to the public and tribal leaders.

BJS published the 30-day notice for public commentary in the Federal Register on August 7, 2026, (FR Vol 91, Number 151, pages 51181-2, see **Attachment E**)

Tribal Crime and Justice Consultation and Outreach

BJS conducted extensive outreach and engagement activities to update the next iterations of CTLEA and its companion survey, the CTCS, during 2024, under BJS generic clearance (OMB Control Number 1121-0339). Pursuant to TLOA 2010, BJS consulted with tribal nations and hosted a series of consultation and listening sessions for tribal leaders, tribal law enforcement agencies, tribal courts, and federal partner agencies. BJS sent letters to all 575 federally recognized tribes that announced the new CTLEA and CTCS projects; invited tribal participation in the development process; and provided registration information for the consultation and listening sessions.

From February to April 2024, BJS hosted four listening sessions for tribal leaders, tribal law enforcement, court administrators, and federal agencies working in or with Indian country. Each session focused on key topic areas, which were provided to all registrants in advance in the 2024 Tribal Justice Data Listening Webinar Informational Document. In addition, BJS funded and hosted a separate in-person expert panel meeting in Albuquerque, New Mexico, for invited representatives from tribal governments, tribal law enforcement agencies and tribal court systems.

AIAN tribal leaders from across the United States attended a listening session on February 7, 2024. About 85 participants attended the Tribal Leaders Listening Session. Participants represented 31 tribes and 7 Alaska Native villages from 18 different states.

American Indian tribal and Alaska Native village law enforcement leaders attended a listening session on February 12, 2024. About 56 participants attended the Tribal Law Enforcement Listening Session. Participants represented 27 tribes and 2 Alaska Native villages from 14 U.S. states.

Federal partners from across the federal government attended a listening session on April 18, 2024. About 28 participants attended the listening session. There were 16 participants from federal agencies, including the Department of Homeland Security, U.S. Secret Service; Department of the Interior, Bureau of Indian Affairs; and Department of Justice, including the Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF), BJS, COPS, National Institute of Justice (NIJ), OJJDP, OTJ, and the U.S. Marshals Service (USMS).

A total of 258 unique entities participated in the four tribal crime and justice data listening sessions, including a session for tribal courts, and one in-person expert panel meeting, representing 120 different tribal nations or Alaskan villages, 27 tribal law enforcement agencies, 46 tribal courts, and 10 federal agencies across 33 states and the District of Columbia.

Additional outreach was conducted through the cognitive testing process, also approved under BJS's generic clearance (OMB Control Number 1121-0339). Fifteen LEAs were asked to complete the web-based survey instrument to ensure that the instrument is capturing responses in a way that are easily understood by responding agencies, as well as test the validity and reliability of both questions retained from the earlier iteration of the CTLEA and questions that were new to this round of data collection.

The cognitive test allowed BJS to 1) establish an accurate estimate of respondent time burden to complete the CTLEA survey instrument; 2) test the reliability of the questions to avoid response error; 3) test the content validity of the questions and verify completeness of the response categories; 4) verify the instruction materials and supporting job aids are clear and easy to follow; 5) verify that courts and agencies are able to access and use the web survey instruments with minimal difficulty; and 6) document the respondent feedback from the cognitive interview process

9. Explain any decision to provide any payments or gifts to respondents, other than remuneration of contractors or grantees.

Participation in the survey is voluntary and no gifts or incentives will be given to respondents.

10. Describe any assurance of confidentiality provided to respondents and the basis for the assurance in statute, regulation, or agency policy.

BJS, its employees, and its data collection agents will use the data it collects only for statistical or research purposes, consistent with 34 U.S.C. § 10134. BJS is required to protect information identifiable to a private person from unauthorized disclosure and may not publicly release data in a way that could reasonably identify a specific private person, consistent with the confidentiality requirements in 34 U.S.C. § 10231 and 28 CFR Part 22.

The data collected through the CTLEA represent characteristics of publicly administered or funded law enforcement agencies and are, therefore, in the public domain. No individually identifiable information is collected. Information obtained consists of aggregated counts of arrest and other data, which severely limits the potential for the information to be used to identify an individual. BJS will not archive or otherwise release the names, telephone numbers, or email addresses of the persons responsible for completing the questionnaires.

11. Provide additional justification for any questions of a sensitive nature, such as sexual behavior and attitudes, religious beliefs, and other matters that are commonly considered private. This justification should include the reasons why the agency considers the questions necessary, the specific uses to be made of the information, the explanation to be

given to persons from whom the information is requested, and any steps to be taken to obtain their consent.

There are no questions of a sensitive nature included in the 2025 CTLEA questionnaire.

12. Provide estimates of the hour burden of the collection of information. The statement should:

- **Indicate the number of respondents, frequency of response, annual hour burden, and an explanation of how the burden was estimated. Unless directed to do so, agencies should not conduct special surveys to obtain information on which to base hour burden estimates. Consultation with a sample (fewer than 10) of potential respondents is desirable. If the hour burden on respondents is expected to vary widely because of differences in activity, size, or complexity, show the range of estimated hour burden, and explain the reasons for the variance. General, estimates should not include burden hours for customary and usual business practices.**
- **If this request for approval covers more than one form, provide separate hour burden estimates for each form.**
- **Provide estimates of annualized cost to respondents for the hour burdens for collections of information, identifying and using appropriate wage rate categories. The cost of contracting out or paying outside parties for information collection activities should not be included here. Instead, this cost should be included in Item 14.**

BJS anticipates collecting data from approximately 303 tribal LEAs. The time to complete the survey invitation materials (5 min) (**Attachment I, J, K, and L**) and included Question Guide (**Attachment F**) (15 min) is estimated to be 20 minutes combined. The total amount of time estimated to complete the CTLEA instrument is 30 minutes. BJS anticipates only 10% of the sample will require data quality follow-up (15 minutes). Overall, the total burden hours are 260.

Table 1: Estimated Annualized Respondent Cost and Hour Burden

Activity	Number of Respondents	Frequency	Total Annual Responses	Time Per Survey (Mins)	Total Annual Burden (Hours)	Hourly Rate*	Monetized Value of Respondent Time
CTLEA Invitation Materials	303	1	303	5	25.25	\$38.16	\$963.54
CTLEA Question Guide	303	1	303	15	75.75	\$38.16	\$2,890.62

CTLEA Web Survey	303	1	303	30	151.50	\$38.16	\$5,781.24
Data Quality Follow-Up	30	1	30	15	7.5	\$38.16	\$286.20
Total	303				260		\$9,921.60

*Source: Mean hourly wage on May 2024 for Police Officers (33-3050) from [Occupational Employment and Wage Statistics](#).

13. Provide an estimate of the total annual cost burden to respondents or recordkeepers resulting from the collection of information. (Do not include the cost of any hour burden shown in Items 12 and 14).

- The cost estimate should be split into two components: (a) a total capital and start up cost component (annualized over its expected useful life); and (b) a total operation and maintenance and purchase of service component. The estimates should take into account costs associated with generating, maintaining, and disclosing or providing the information. Include descriptions of methods used to estimate major cost factors including system and technology acquisition, expected useful life of capital equipment, the discount rate(s), and the time period over which costs will be incurred. Capital and start-up costs include, among other items, preparations for collecting information such as purchasing computers and software; monitoring, sampling, drilling and testing equipment; and record storage facilities.
- If cost estimates are expected to vary widely, agencies should present ranges of cost burdens and explain the reasons for the variance. The cost of purchasing or contracting out information collection services should be a part of this cost burden estimate. In developing cost burden estimates, agencies may consult with a sample of respondents (fewer than 10), utilize the 60-day pre-OMB submission public comment process and use existing economic or regulatory impact analysis associated with the rulemaking containing the information collection, as appropriate.
- Generally, estimates should not include purchases of equipment or services, or portions thereof, made: (1) prior to October 1, 1995, (2) to achieve regulatory compliance with requirements not associated with the information collection, (3) for reasons other than to provide information or keep records for the government, or (4) as part of customary and usual business or private practices.

There are no anticipated costs to respondents beyond the employee time expended in gathering information and completing the instrument. Respondents are not being asked to purchase anything or maintain any services as part of this data collection.

14. Provide estimates of the annualized cost to the Federal Government. Also, provide a description of the method used to estimate cost, which should include quantification of hours, operational expenses (such as equipment, overhead, printing, and support staff), any

other expense that would not have been incurred without this collection of information. Agencies also may aggregate cost estimates from Items 12, 13, and 14 into a single table.

The estimated cost to the Federal Government for collection, processing, and dissemination of the CTLEA is \$509,093, with 2026 cost at \$253,714 and 2027 costs at \$255,379. These costs include \$199,379 paid through a cooperative agreement with a contractor and an estimated \$309,714 in BJS personnel costs for calendar year 2026 and 2027. The data collection agent via cooperative agreement maintains and updates the respondent contact information database, conducts the survey through web-based collection, conducts follow-up, collects the data, and prepares a dataset for BJS use. BJS staff analyze the data, prepare statistical tables, and write reports based on these data. See **table 2** for a detailed breakdown of costs to the Federal government.

Table 2. Estimated costs for CTLEA.

BJS costs		January 1 – December 31, 2026	January 1 – December 31, 2027
	Staff salaries		
	GS-14 Statistician (35%)	\$57,100	\$58,000
	GS-15 Supervisory Statistician (3%)	\$5,100	\$5,200
	GS-14 Chief Editor (5%)	\$7,200	\$7,300
	GS-13 Editor (5%)	\$6,100	\$6,200
	Other Editorial Staff (3%)	\$3,600	\$3,700
	GS-14 Information Technology Specialist (5%)	\$7,200	\$7,300
	Senior BJS management (GS-15 & Directors) (3%)	\$5,800	\$5,900
	Subtotal: Salaries	\$92,100	\$93,500
	Fringe benefits (30% of salaries)	\$27,630	\$28,700
	Subtotal: Salary & fringe	\$119,730	\$121,500
	Other administrative costs of salary & fringe (15%)	\$17,960	\$18,200
	Subtotal: BJS costs	\$153,714	\$156,000
Data collection agent cost			
Data collection agent costs (salaries, fringe benefits, data collection, data processing, program management and overhead)		\$100,000	\$99,379
Total costs		\$253,714	\$255,379

Note: The estimated cost to BJS for 2027 represents a 1.5 % in GS salary increase from the 2026 estimate.

15. Explain the reasons for any program changes or adjustments.

The estimated burden has changed from 30 minutes for the 2018 CTLEA, to 45 minutes for the respondents to take 15 minutes to complete the Question Guide (**Attachment F**) in advance and 30 minutes to complete the web survey (**Attachment A**). Based on the outreach, engagement, and consultation feedback, BJS revised the CTLEA survey instrument from its earlier administration. Questions have been rewritten to ensure clear and concise language, reliability and validity across tribes and justice agencies, and formatted for a web instrument to allow for skip pattern and logic check programming. New items and updates to existing items were edited based on recent legislation and criminal justice policies, as well as the stakeholder engagement activities described. In addition, tribal nations encouraged incorporating consistency of measures in the CTLEA to establish an understanding of the reported crime estimates or arrest data and the types and number of cases filed in the tribal courts.

Web-based data collection

BJS has prioritized expanding the use of online data collections to improve data quality, as well as reduce costs, errors, and the volumes of paper involved in hardcopy mailings, and therefore migrating the collection of the CTLEA to a web survey instrument. As a part of the Tribal Justice Panel topics covered, participants were asked for feedback on protocol considerations and outreach as it related to the web survey. Through this feedback process, it was determined that, in addition to the programmed web survey, the project team will make a printable document (CTLEA Question Guide) available to law enforcement agencies to assist in the pre-collection of some key data points. The web survey, (as well as the question guide) was tested as a part of the cognitive test conducted in the summer of 2025, with modifications made to the web survey based on feedback provided during the cognitive test.

16. For collections of information whose results will be published, outline plans for tabulations, and publication. Address any complex analytical techniques that will be used. Provide the time schedule for the entire project, including beginning and ending dates of the collection of information, completion of report, publication dates, and other actions.

CTLEA Dissemination

BJS plans for two publications from the CTLEA data over the next 2-3 years. The planned products include *Tribal Law Enforcement Agencies in the United States, 2024-2025* and *Juvenile Justice in Indian Country, 2025-2026*.

BJS plans to publish statistical tables in a report, similar to those found in [*Tribal Law Enforcement in the United States, 2018*](#). This report will provide readers with general information on the characteristics of tribal law enforcement agencies, including tribal law enforcement agencies by size, type, and levels of staffing. Additionally, the report will include aggregate data on agency functions and officer duties, staff demographics, officer training and employee benefits, and total calls for service and arrests. Other aggregate data will be included based on analysis of responses provided by LEAs.

BJS also plans to release a second report using the CTLEA data, which will also be combined with the CTCS data focused on matters related to juveniles on tribal lands, *Juvenile Justice in*

Indian Country, 2025-2026 (JJIC). From the CTLEA data, the JJIC report will include information on juvenile justice statutes and codes, school resources officers and youth outreach education, the total number of juvenile arrests and number of juveniles reported missing. From the CTCS, the report will include information about teens or youth courts, juvenile criminal and mental health courts, child welfare staffing, types of juvenile codes and statutes, types of juveniles cases, criminal and civil legal services for minors, alternative dispositions, probation and parole functions for minors, the total number of delinquency and status offense cases, reentry programs, and American Indian Child Welfare matters.

The CTLEA public use dataset and documentation will be submitted to the National Archive of Criminal Justice Data. These public use data files will be fully available to the public at no charge once the BJS statistical tables report is published and the data are processed by NACJD. Access to these data permits analysts to identify the specific responses of individual facilities and to conduct their own statistical analyses.

BJS also releases the annual congressional report on [Tribal Crime Data Collection Activities](#). This report describes activities by BJS to collect and improve the quantity and quality of data on crime and justice in Indian country as required by TLOA of 2010. Topics covered include data collection programs and activities, tribal participation in national records and information systems, and the most recent CTLEA statistical findings on tribal law enforcement agencies.

Table 3. Project timeline

Task	Start	End
Data collection	September 2026	December 2026
Notification of impending due dates, nonresponse follow-up, thank you letters	September 2026	December 2026
Verification, final callbacks, and data cleaning	September 2026	December 2026
Deliver datafiles	February 2027	February 2027
Analysis	March 2027	May 2027
Report writing	April 2027	June 2027
BJS report release/data file and documentation published	August 2027	August 2027

17. If seeking approval to not display the expiration date for OMB approval of the information collection, explain the reasons that display would be inappropriate.

BJS is not requesting an exemption. The OMB Control Number and the expiration date will be published on instructions provided to all respondents.

18. Explain each exception to the certification statement.

This collection of information does not include any exceptions to the certificate statement.

B. COLLECTIONS OF INFORMATION EMPLOYING STATISTICAL METHODS.

This collection contains statistical data.

List of Attachments:

Attachment A: Census of Tribal Law Enforcement Agencies (CTLEA) Survey

Attachment B: CTLEA Survey Screen

Attachment C: 60-day Federal Register Notice

Attachment D: 60-day Public Comments

Attachment E: 30-day Federal Register Notice

Attachment F: Question Guide

Attachment G: IACP Tribal Law Enforcement Flyer

Attachment H: IACP Tribal Webinar Outline Draft

Attachment I: CTLEA Agency Invitation Letter from BJS Director

Attachment J: CTLEA Sample Question

Attachment K: CTLEA Project Summary

Attachment L: IACP Letter of Support

Attachment M: Invitation Email

Attachment N: Invitation Postcard

Attachment O: Telephone Confirmation Script

Attachment P: Reminder Email

Attachment Q: Telephone Prompting Script

Attachment R: Last Chance Letter

Attachment S: Last Chance Email

Attachment T: Thank You Letter

Attachment U: Data Quality Email

Attachment V: Telephone Data Quality Script