U.S. Department of Justice Office of Justice Programs *Bureau of Justice Assistance* 





An Overview of the Bureau of Justice Assistance's Tribal Civil and Criminal Legal Assistance Program and Resources<sup>1</sup>

Bureau of Justice Assistance U.S. Department of Justice

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## I. Purpose of this Publication

This publication provides an overview of the Tribal Civil and Criminal Legal Assistance Program (TCCLA). It identifies resources and eligibility guidelines for tribes seeking to obtain or provide civil and criminal legal assistance for their communities, explores program sustainment strategies, and outlines several promising practices for the provision of indigent legal assistance in tribal communities.

# II. What is the Tribal Criminal and Civil Legal Assistance Program?

TCCLA is administered by the Bureau of Justice Assistance (BJA), Office of Justice Programs, U.S. Department of Justice (DOJ), whose mission is to provide leadership and services in grant administration and criminal justice policy development to support local, state, and

The TCCLA Program is authorized by 25 U.S.C. 3651, et seq. (Public Law 106-559) to strengthen and improve the representation of indigent defendants in criminal cases and indigent respondents in civil causes of action under the jurisdiction of Indian tribes, with the ultimate goal of enhancing the operations of tribal justice systems and improving access to those systems by tribal citizens.

tribal justice strategies to achieve safer communities. BJA supports programs and initiatives in the areas of law enforcement, justice information sharing, countering terrorism, managing offenders, combating drug crime and abuse, adjudication, advancing tribal justice, crime prevention, protecting vulnerable populations, and capacity building.

BJA works with tribes providing leadership, good management, and quality services in grant administration and policy development, and coordinates with other DOJ components and other agencies and organizations to ensure that limited federal funds are used to achieve the maximum possible benefit. BJA is

committed to preventing and controlling crime, violence, and substance abuse and improving the functioning of tribal and criminal justice systems in American Indian and Alaska Native communities.

The TCCLA Program is authorized by 25 U.S.C. 3651, et seq. (Public Law 106-559) to strengthen and improve the representation of indigent defendants in criminal cases and indigent respondents in civil causes of action under the jurisdiction of Indian tribes, with the

ultimate goal of enhancing the operations of tribal justice systems and improving access to those systems by tribal citizens. TCCLA also funds training and technical assistance (TTA) partners to collaborate with BJA to develop and enhance justice system personnel and practices within tribal justice systems. BJA launched TCCLA in 2010, when Congress appropriated \$3 million<sup>2</sup> in funding for the program, and added \$1 million of Tribal Courts Assistance Program (TCAP) funds. Similar funding levels have supported the program in FY 2011<sup>3</sup> and 2012, with small reductions taken agency-wide based on BJA funding levels. It is important to note that BJA provides funds for tribal civil and

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Table 1 – TCCLA Program Investments & Grantees				
FY 2010 - \$3,960,390	FY 2011 - \$3,036,221	FY 2012 - \$2,286,218		
Lummi Nation	Eastern Band of Cherokee Indians	The Council of State Governments, American Probation and Parole Association		
Native American Rights Fund	Hoe-Kue-Moh Corporation – Yurok Tribe	Native American Disability Law Center		
Pascua Yaqui Tribe	National American Indian Court Judges Association	Native American Rights Fund		
Pribilof Aleuts, Inc.	Native American Rights Fund			
Salt River Pima Maricopa Indian Community		- -		
Tulalip Foundation – Tulalip Tribes				

<sup>&</sup>lt;sup>1</sup> Disclaimer – This publication is supported by Grant No. 2011-AL-BX-K002 awarded by the Bureau of Justice Assistance. The Bureau of Justice Assistance is a component of the Office of Justice Programs, which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, the Office for Victims of Crime, and the Office of Sex Offender Sentencing, Monitoring, Apprehending, Registering, and Tracking. Points of view or opinions in this document are those of the author and do not necessarily represent the official position or policies of the U.S. Department of Justice. Nothing in this document should be construed or relied upon as legal advice. Instead, the information in this document is intended to serve as general guidance and an introduction to the Bureau of Justice Assistance Tribal Civil and Criminal Legal Assistance Program and possible resources.

<sup>&</sup>lt;sup>2</sup> Less agency-wide reductions.

<sup>&</sup>lt;sup>3</sup> In FY 2011, BJA added \$638,000 of TCAP funds to the TCCLA awards.

criminal indigent legal assistance through two solicitations – TCCLA and the Coordinated Tribal Assistance Solicitation (CTAS).

Under TCCLA, BJA funds eligible Internal Revenue Service (IRS) § 501(c)(3) public charity nonprofits. Under CTAS,<sup>4</sup> BJA funds federally recognized Indian tribes for tribal court related activities, specifically within Purpose Area 3–Justice Systems and Alcohol and Substance Abuse. The TCCLA Program planning and management is coordinated with the CTAS solicitation, other BJA-funded tribal justice TTA, and policy initiatives (i.e., the Tribal Justice Plan<sup>5</sup>), as well as with other federal partners.<sup>6</sup>

## III. Resources for Tribal Civil and Criminal Legal Assistance Programs

Funding for tribal civil and criminal legal assistance programs exists at both the public and private sector levels.<sup>7</sup> Grantmaking programs in both sectors have distinct grant cycles, funding requirements, and parameters that must be considered in pursuing funding. Tribal Justice TTA is an additional resource funded by BJA to support TCCLA grantees and/or develop tools that support the development and enhancement of tribal justice systems.

## **Grant Funding**

**Tables 2 and 3** highlight federal funding resources, BJA-specific funding for TCCLA Programs, and private sector resources. The most comprehensive site available to access up-to-date information on federal funding opportunities is **Grants.Gov**, which is utilized by almost all federal agencies and is updated daily with the option of registering for a free-email subscription service.

## **TTA Providers**

**TCCLA TTA** – BJA funded TTA efforts are designed to assist TCCLA grantees and also to assist tribes in developing tools that support the development and enhancement of tribal justice systems. Eligible TTA entities are limited to national or regional membership organizations and associations whose membership (or a membership section) consists of judicial system personnel within tribal justice systems. BJA coordinates the scope based on current TCCLA TTA partner projects, as well as other TTA projects in the BJA portfolio and that of its federal partners. To access the entire portfolio of tribal justice TTA resources, visit the <u>DOJ TTA web page</u>.

### National American Indian Court Judges Association (NAICJA) -

In FY 2011, BJA funded NAICJA, a national Native § 501(c)(3), to serve as a

## Table 2 – Federal Funding Resources: Direct Links

To explore federal funding for tribal justice efforts including indigent civil and criminal legal assistance, please click on the following links:

Bureau of Justice AssistanceGrants.GovOffice on Violence Against WomenOffice of Justice ProgramsBureau of Indian AffairsOffice of Community Oriented PolicingDHHS Administration for Native AmericansDHHS Substance Abuse & Mental Health Services AdministrationHUD's Office of Native American ProgramsDepartment of Veteran AffairsDHHS Children's BureauHUD's Office of Native American Programs			
Office of Justice Programs         Bureau of Indian Affairs         Community Oriented Policing           DHHS Administration for Native Americans         DHHS Substance Abuse & Mental Health Services Administration         HUD's Office of Native American Programs           Department of         DHHS Children's         HUD's Office of Native American		Grants.Gov	
DHHS     Abuse & Mental     HOD's Office of       Administration for     Abuse & Mental     Native American       Native Americans     Health Services     Programs       Department of     DHHS Children's     Programs			Community
	Administration for	Abuse & Mental Health Services	Native American

### BJA-Specific Funding for Tribal Civil and Criminal Legal Assistance Programs TCCLA

**Category 1: Tribal Civil Legal Assistance Grants** - Funds are available to § 501(c)(3) public charities to provide direct **civil** legal assistance services for federally recognized Indian tribes, members of federally recognized Indian tribes, or tribal justice systems pursuant to federal poverty guidelines. These resources may be utilized to support legal assistance services for Indian tribes, members of Indian tribes, and tribal justice systems, including guardian ad-litem appointments, court-appointed special advocates pursuant to the federal poverty guidelines, and development and enhancement of tribal court policies, procedures and code.

**Category 2: Tribal Criminal Legal Assistance Grants** - Funding is available to § 501(c)(3) public charities to provide direct **criminal** legal assistance services for federally recognized Indian tribes, members of federally recognized Indian tribes, or tribal justice systems pursuant to federal poverty guidelines. Criminal legal assistance services may include adult criminal actions, juvenile delinquency actions, guardian ad-litem appointments arising out of criminal delinquency acts, or development and enhancement of tribal court policies, procedures and code.

#### CTAS

Eligible applicants (federally-recognized Indian Tribal governments, as determined by the U.S. Secretary of the Interior, including Alaska Native villages and Tribal consortia consisting of two or more federally-recognized Indian Tribes) may apply for funding under any one or more of **10 CTAS Purpose Area(s)** that best address that tribe's concerns related to public safety, criminal and juvenile justice, and the needs of victims/survivors of domestic violence, sexual assault, and other forms of violence. Visit the **DOJ Tribal Justice and Safety web site's Grants web page** for more information on CTAS.

TTA provider to FY 2010 and 2011 TCCLA grantees (civil and criminal), indigent defense services, tribal leaders, and those organizations seeking to provide civil legal assistance or public defender services for tribal communities. NAICJA is a membership organization comprised of tribal, state, and federal justice system personnel, including tribal leaders, judges, justices, peacemakers, court administrators, court clerks, Indian law practitioners and scholars, and others who are devoted to supporting and strengthening tribal

<sup>&</sup>lt;sup>4</sup> In FY 2010, DOJ launched the Coordinated Tribal Assistance Solicitation (CTAS), which encompassed most of DOJ's available Tribal government-specific grant programs. Through CTAS, DOJ has awarded over \$245 million during FY10-12 to hundreds of American Indian and Alaskan Native communities. These tribes are using their awarded funds to enhance law enforcement, bolster justice systems, prevent and control delinquency, strengthen the juvenile justice system, serve sexual assault and elder victims, and support other efforts to combat crime.

<sup>&</sup>lt;sup>5</sup> DOJ's BJA, in partnership with the Department of Interior's Bureau of Indian Affairs (BIA), continues to respond to the requirements of the Tribal Law and Order Act (TLOA) of 2010, which seeks to enhance tribal justice systems across the United States and mandates coordination among federal agencies on public safety and offender accountability. Specifically, BJA and BIA have coordinated outreach between federal agencies and both Indian Country and Native Communities to implement recommendations and action steps of the *Long Term Plan to Build and Enhance Tribal Justice Systems* (Tribal Justice Plan). The <u>Tribal Justice Plan</u> is a long-term detention, alternatives to incarceration, and offender reentry plan for American Indian adults and juveniles. The plan responds to sections 211, 241, and 244 of the TLOA.

<sup>&</sup>lt;sup>6</sup> The DOJ components offering Tribal government-specific grant resources under the CTAS include the BJA, the Office of Community Oriented Policing Services, the Office on Violence Against Women, the Office for Victims of Crime, and the Office of Juvenile Justice and Delinquency Prevention.

<sup>&</sup>lt;sup>7</sup> Some Tribal nations also fund and support programs and/or staff that provide their communities with civil and criminal legal assistance services utilizing resources other than TCCLA and/or CTAS. Such opportunities are specific to each tribal nation and must be explored accordingly.

justice systems through education, information sharing, and advocacy. NAICJA's National Tribal Justice Resource Center (NTJRC) has worked collaboratively with BJA and its designated TTA providers since April 2012. The NTJRC co-hosted a meeting in June 2012 with BJA for TCCLA grantees and other tribal justice stakeholders. In 2013, NTJRC will be conducting two national/regional trainings, conducting four TTA site visits for TCCLA grantees, and hosting several webinars. For more information on NAICJA and its Resource Center, please visit the <u>NAICJA web site</u>.

#### Table 3 - Private Sector Funding Resources

Private funders-including community foundations, § 501(c)(3) public charities, and corporate grantmakers-may also have funding opportunities for legal assistance programs. Usually, private funders limit eligibility to IRS tax exempt, § 501(c)(3) public charities although some may fund tribal governments as well. The most practical approach to identifying potential funders is to subscribe to a reputable directory of grantmakers such as the well-known Foundation Center's Foundations Directory Online, an up-to-date, paid monthly and/or annual subscription service that provides a comprehensive directory of over 108,000 funders nationwide. To learn more about grantmaking by the Legal Services Corporation (a nonprofit that administers federal funding for civil legal aid), see their web page, LSC Grants.

American Probation and Parole Association (APPA) is an international association composed of members from the United States, Canada, and other countries actively involved with probation, parole and community-based corrections, in both adult and juvenile sectors. APPA has grown to become the voice for thousands of probation and parole practitioners including line staff, supervisors, and administrators. In FY 2012, BJA funded the Council of State Governments and the APPA, in partnership with the University of North Dakota Tribal Judicial Institute and the National Tribal Judicial Center at the National Judicial College, to: develop and disseminate a training needs assessment; deliver two national/regional trainings on strategies for implementing the enhanced sentencing authority under the Tribal Law and Order Act (TLOA) comprised of jurisdictional teams (prosecutors, judges, defense and community corrections personnel); provide on-site technical assistance to up to three tribal jurisdictions ready to take the next step, beyond training, to

implementation; provide office-based technical assistance for up to 30 tribes; develop and disseminate three project-related publications; and deliver six webinars. For more information on TTA by APPA, please see the <u>APPA web site</u>.

**TCAP TTA** –The TCAP was initially authorized under 25 U.S.C. § 3681 of the Indian Tribal Justice Technical and Legal Assistance Act of 2000. Beginning in FY 2001, the program received separate authorizing legislation pursuant to Public Law 106-559 (25 U.S.C. § 3689(a)). TCAP provides support to federally recognized tribal governments for the development, implementation, and enhancement of tribal judicial systems that are appropriate for their communities. TCAP TTA assists grantees and the field at large in meeting the goals of this program, including: establishing tribal court core structure including code development; improving case management; training court personnel; implementing case management and tracking systems; enhancing prosecution and indigent defense; supporting diversion, pretrial, probation, and alternative sentencing; and designing intertribal or tribal appellate systems.

<u>National Tribal Judicial Center (NTJC)</u> and <u>Tribal Judicial Institute (TJI)</u> – NTJC and TJI provide TTA to TCAP grantees and nongrantee tribes that request tribal courts assistance. Since 2001 NTJC and TJI have provided training and TA for more than 250 tribes to build and enhance tribal justice systems. For further information, resources, and to request technical assistance, please visit the <u>NTJC</u> web site and the <u>TJI web site</u>.

### **Other TTA Providers**

**Tribal Law and Policy Institute (TLPI)** is a Native American owned and operated nonprofit corporation organized to design and deliver education, research, training, and technical assistance programs which promote the enhancement of justice in Indian country and the health, well-being, and culture of Native peoples.

<u>Walking on Common Ground</u> is a web site established by TLPI with BJA funds to provide resources for promoting and facilitating Tribal-State-Federal collaborations. While the initial effort focused upon tribal, state, and federal court or

#### Table 4 - Online Informational Resources

DOJ and other federal agencies, through their partner organizations, have developed several online resources to assist tribes and tribal community organizations in their efforts to develop or enhance legal assistance services. This information is generally free and can be easily accessed and/or downloaded from the Internet by clicking on the links below:

Tribal Justice Information Sharing System	Tribal Justice Exchange	
National Institute of Justice, Tribal Crime & Justice	National Indian Law Library	
National Reentry Resource Center (NRRC), Tribal Affairs	National Parole Resource Center (NPRC)	
National Training and Technical Assistance Center	CrimeSolutions.gov	

justice system collaborations, it now also includes intergovernmental collaborations on a broader range of issues.

<u>TLPI Drug Courts</u> -TLPI is working under a grant from BJA to provide TTA to Tribal Healing to Wellness (Drug) Courts. There are three overall project goals for TLPI's TTA Program: to provide a wide array of TTA to assist tribal jurisdictions in developing tribal adult, juvenile, and/or family drug courts (wellness courts); to provide TTA to strengthen existing Tribal Healing to Wellness Court programs; and lastly, to provide the field with state-of-the-art information and resources on effective strategies for addressing substance-abusing offenders in Tribal Healing to Wellness Courts programs. To learn more, visit the <u>TLPI Drug Court web page</u>.

<u>The Center for Holistic Defense</u>, a project of the Bronx Defenders, provides TTA for defender offices-both tribal and non-tribalseeking to develop a more holistic approach to the work of public defense. Funding and additional support for the work of the Center comes from BJA. Holistic defense is an innovative, client-centered approach to public defense representation that addresses both the *circumstances* driving people into the criminal justice system as well as the *consequences* of that involvement by offering criminal, and related civil legal representation, social work support, and advocacy in the client community. The Center is committed to supporting tribal defender offices as they seek to transform the practice of tribal defense and to harmonize tribal defense work with more traditional, and indigenous, notions of justice. To this end, the Center provides a range of free services, including site visits to the Bronx Defenders, provision of faculty at trainings and symposia, as well as in-depth TTA usually lasting one year and including multiple on-site trainings, consults, and site visits. For more information, please visit the <u>Center for Holistic Defense web site</u>.

# IV. Required IRS § 501(c)(3) Nonprofit Status for TCCLA Funding Eligibility

The TCCLA legislation limits funding for the direct civil and criminal legal services to nonprofit pubic charities (tribal and non-tribal), as defined by IRS § 501(c)(3). This includes tribal enterprises and educational institutions (public, private, and tribal colleges and universities). They must be willing and able to provide legal assistance services for federally recognized Indian tribes, members of federally recognized Indian tribes, or tribal justice systems pursuant to federal poverty guidelines.<sup>8</sup> Many tribal nations have existing IRS § 501(c)(3) public charities that can apply for this funding, and BJA has funded several of these organizations.

# Partnerships Applying for TCCLA Funding

The TCCLA § 501(c)(3) eligibility requirement facilitates additional opportunities for new partnerships with legal services organizations and other partners such as tribal colleges and universities with an IRS § 501(c)(3) status that have the capacity to provide services through a legal clinic or other creative strategies.

When forming a partnership and applying for TCCLA resources, the lead partner must be recognized as an IRS § 501(c)(3) nonprofit and must serve as the fiscal agent of the partnership. It is strongly recommended that these partnerships memorialize the roles and responsibilities of each partner in a written memorandum of agreement or understanding. **Section VI** (page 6) describes several recent partnerships formed in part with and supported by TCCLA resources.

# Structure & Formation of an IRS § 501(c)(3) Public Charity Nonprofit to Meet TCCLA Funding Eligibility

For tribes interested in applying for TCCLA resources to support the creation of a § 501(c)(3) public charity nonprofit to establish or expand programs that provide direct civil and criminal legal assistance to tribal communities, useful resources to facilitate the nonprofit formation, the options for structuring the nonprofit, as well as the overarching stages and steps of forming the nonprofit should be considered.

Business entities seeking § 501(c)(3) public charity status can be structured under tribal law or state law with federal IRS laws providing the framework of formation and reporting requirements for both options. In deciding whether to structure a nonprofit under tribal or state law, it is critical to research the relevant tribal or state law and regulations governing the formation and operation of the nonprofit. **Tables 5 and 6** below provide helpful resources and the fundamental stages and steps involved in nonprofit formation.

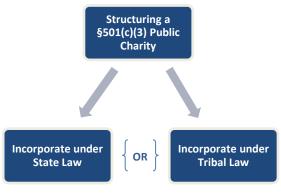


Figure 1 – Options for Structuring a Native Nonprofit for the purposes of TCCLA

Table 5 - Resources for Nonprofit Formation for TCCLA Programs			
IRS Tax Information for Charitable	National Council of Nonprofits –		National American Indian Court Judges
Organizations – Learning about IRS	Locating a state nonprofit association		Association – Locating information on TCCLA,
requirements for § 501(c)(3) status	and researching nonprofit requirements		tribal codes, and tribal justice systems
Legal Services Corporation – Locating local Legal Services offices that		Independent Sector – Resource Center for Good Governance and	
may be able to provide legal assistance to qualified start-up		Ethical Practice - For nonprofits seeking online tools to strengthen	
nonprofits who are navigating the process of becoming a § 501(c)(3)		governance, compliance with legal obligations, and financial	
public charity nonprofit.		oversight practices (see also the Principles Guidebook)	
The Native American Rights Fund provides additional legal assistance		First Nations Daval	$\mathbf{P}_{\mathbf{r}}$
resources such as information on current Indian Law Clinics on its		First Nations Development Institute – Building § 501(c)(3) nonprofit capacity of Native organizations	
Legal Assistance web page.			

<sup>&</sup>lt;sup>8</sup> Federal poverty guidelines are updated every year by the U.S. Department of Health and Human Services at aspe.hhs.gov/poverty/12poverty.shtml.

Та	ble 6 – Stages & Steps of § 501(c)(3) Nonprofit Formation: Creating an effective, sustainable and accountable nonprofit
Stage 1 Visionary Stage	<ul> <li>Download and review the IRS Publication 4220, Applying for § 501(c)(3) Tax-Exempt Status, the online IRS Life Cycle of a Public Charity, and a sample checklist such as the Basic Infrastructure Checklist for § 501(c)(3) Nonprofits in Maine</li> <li>Establish organizational purpose and develop a mission statement</li> <li>Recruit a Board of Directors</li> <li>Decide where to incorporate (Tribe or State); consider contacting an attorney or local Legal Services office for assistance.</li> <li>If incorporating in a state, visit the web site of the National Council of Nonprofits to locate your state nonprofit association and identify relevant nonprofit formation rules and laws</li> <li>If incorporating in a tribe, research tribe's business codes. Tribal courts may have information on tribal codes. See NAICJA's Tribal Court Directory to locate a tribal court. Consider also contacting an attorney or local Legal Services office for assistance.</li> <li>Consider a business name; if applicable, file an application for Reservation of Business Name through the appropriate Tribal and/or State business regulatory department (i.e. Department of Commerce)</li> <li>File IRS form SS-4, Application for Employee Identification Number</li> </ul>
Stage 2 Planning Stage	<ul> <li>Write and file the Articles of Incorporation with the appropriate Tribal or State government business regulatory department</li> <li>Draft Bylaws, Board Policies, including a Conflict of Interest Policy, and other Organizational Policies</li> <li>Draft a Business Plan that includes a Budget, Marketing Plan, Fundraising Plan, and Sustainability Plan</li> <li>Hold first Official Board Meeting</li> <li>Consider bank for organization's bank account</li> <li>Consider purchasing Directors and Officers (D&amp;O) Liability Insurance (will need federal EIN to complete)</li> </ul>
Stage 3 One-Time Federal Filing	<ul> <li>Review IRS Publication 557, Tax Exempt Status for Your Organization, and IRS Instructions Package for Form 1023</li> <li>Prepare IRS Form 1023, Application for Recognition of Exemption under Section 501(c)(3), IRS Form 2848, Power of Attorney and IRS Form 5768, 501(h) Election to Make Expenditures to Influence Legislation</li> <li>File 1023 and required attachments with IRS</li> </ul>
Stage 4 Tribal or State Filing	Apply for state or tribal Exemption from Sales Tax and Income Tax, as applicable (must have IRS Determination Letter before applying; refer to the appropriate Tribal or State government business regulatory and/or tax department)
Stage 5 Annual Filing (Federal & Tribal or State)	<ul> <li>See the IRS web site for its gross receipts threshold chart to determine which annual IRS Form 990 must be filed</li> <li>Prepare and submit annually the appropriate IRS Form 990</li> <li>If applicable, file a Charitable Solicitation Application Permit in the appropriate jurisdiction (e.g. Tribal or State government consumer protection department)</li> <li>File an Annual Report with the appropriate Tribal or State government business regulatory department (each jurisdiction typically has an annual report format that must be used)</li> </ul>

# V. Program Sustainment

DOJ discretionary, short-term funding provides support to plan, develop, and enhance programs, as well as to build knowledge of effective policies and practices. Organizations and tribes seeking DOJ funding must develop a long-term plan for making their programs sustainable beyond the funding period(s). This is essential as competition for these funds is often highly competitive and ongoing funding is unlikely. With this in mind, sustainability and capacity need to be addressed and included as part of the program design, continually developed throughout program implementation, and incorporated in the nonprofit formation phase if possible.

The capacity of an organization includes not only its ability to oversee, design, and implement a successful program, but also its ability to sustain and continue the program beyond the funding period. In order to do this, successful programs often establish collaborative relationships with other agencies and programs, provide a specific service that is needed and not already provided by others, identify and access multiple funding sources, and ensure that the program is promoted and viewed as a needed community service. Legal assistance programs that partner with tribal governments, tribal courts, legal service organizations, tribal colleges, law schools, and local bar associations are often able to leverage and sustain their programs well beyond the initial funding period. The successful programs highlighted in this publication have all formed collaborative relationships and have worked to develop and foster support from the community they work with including clients, tribal government, other service providers, potential funders, and the community in general. They do this through promotion, advertising, and marketing. Understanding their constituents (who they serve) and how best to serve this constituency is key.

Additionally, these programs conduct ongoing evaluations not just about the services they provide, but also how the services are received and used by clients and how they can be improved. They also continually evaluate their relationships with partners and collaborators, as

# Table 7 - Pathways toProgram Sustainment

- Establish and foster
   collaborative relationships
   within and outside of the
   community
- » Get to know the program's constituents and their needs
- Provide a specific service needed by the program's constituents
- » Consistently identify and access multiple funding sources
- » Consistently communicate and promote the value of the program to the community
- » Consistently conduct multilayered program evaluations
- Learn and grow from program evaluation findings
- » Embrace change!

program sustainment requires a continuing evaluation of the program and the ability to evolve to meet the changing needs and resources that develop over time. Documentation of and compliance with the program's policies and protocols are important facets of program evaluation and include the ability to change policies and protocols as the program evolves.

It is important to note that BJA's CTAS solicitation does permit federally recognized Indian tribes to apply for a planning grant. Furthermore, DOJ's many TTA providers can also be helpful resources when developing or implementing a sustainable legal assistance program. To learn more about tribal program sustainment and capacity building, please see the American Indian Development Associates' 2003 publication, <u>Sustainability Toolkit for Indian Communities</u>. Moreover, BJA has established the <u>Grant Writing and</u> <u>Management Academy</u> for criminal justice practitioners and state, local, and tribal jurisdictions that apply for or receive federal grants. Training topics include Project Strategy and Design; Partnerships; Project Integrity, Accomplishments, and Sustainment; and more. The Academy presents this free training in a series of <u>five video modules</u> (transcripts also are downloadable).

# VI. Profiles of Recent Promising Partnerships in Tribal Civil and Criminal Legal Assistance Programs

The organizations that follow have utilized the concepts described above to ensure that they can meet the legal assistance/public defense needs of their low-income community members. They have embraced sustainability and have leveraged their BJA TCCLA funding through the use of strategic collaborations and partnerships.

**Native American Rights Fund (NARF)** is unique in that it is granted money from TCCLA and subcontracts to over 20 Indian Legal Services offices to provide legal services to Native American clients. This model provides advantages to the subcontracted programs including the ability of these local programs to decide how money is spent and prioritized, along with the ability to utilize funds for multiple and varied objectives, e.g., individual criminal and civil representation, tribal court development, and lay advocate training. Funded programs are members of the National Association of Indian Legal Services (NAILS), a coalition of the legal aid programs affiliated (or formerly affiliated) with the Legal Services Corporation's Native American services component. Some are "stand-alone" entities providing services exclusively to Native American clientele within particular areas or statewide; others are programs providing services to states (or areas within states) containing significant numbers of Native American clientele, with the unique aspects of Native American service delivery handled by one or more offices or specialized units within an overall program. Under its Civil Legal Assistance program, NARF and NAILS provide representation for an estimated 1,590 cases on behalf of individual tribal members and 54 additional cases or projects on behalf of tribes and/or tribal courts, for a total of 1,644 new cases. Additionally, under its Criminal Legal Assistance program, this partnership provides criminal representation for an additional 1,450 tribal members, who would otherwise have no access to defense representation and 30 projects on behalf of tribes and tribal courts.

#### The Diné Bí ts'íí báá Ah'jiteí (DBA) Program

DBA is a medical-legal partnership operated by DNA–People's Legal Services, Inc. and Navajo Area Indian Health Service (IHS). Diné Bí ts'íí báá Ah'jiteí is a Navajo phrase meaning "Program for the Health of the People". The major objectives of the DBA Program are to promote child and family health by addressing legal dilemmas that exacerbate health problems or inhibit health improvement and to increase access to legal assistance for low-income patients who are not aware of or not effectively utilizing locally-available, free legal services. DBA Program operations consist of three main components: 1) substantive trainings for health care providers; 2) free legal services for low-income patients and family members; and 3) legal consultations with health care providers. In combination, these efforts provide much-needed direct services that mitigate or resolve legal issues that impact the health of low-income families.

Although over 100 medical-legal partnerships now exist in the United States, the DBA Program became the first partnership in the nation to focus on serving low-income Native American populations. Without support from USDOJ's BJA, the DBA Program could not have continued providing legal services to low-income patients. Between October 2010 and August 2011, when the DBA Program was almost exclusively funded by the BJA grant, the DBA Program staff provided direct legal assistance to 167 clients, with the majority of cases involving public benefits, Social Security disability, housing, child / adult guardianships, special education, domestic abuse, and elder law issues. DBA Program interventions produced a total of \$170,556.75 in direct financial gains for patients, as well as \$14,779.02 in new monthly benefits for patients. The DBA Program also helped patients avoid a total of \$15,832.06 in unlawful debt. In addition to these financial outcomes, the DBA Program helped numerous clients obtain additional health insurance coverage, increased special education services for several children with disabilities, and helped victims of domestic violence obtain protective orders against their abusers.

#### **Anishinabe Legal Services**

Through TCCLA grant funding, Anishinabe Legal Services (ALS) has partnered with the Leech Lake Band of Ojibwe to provide legal representation before the Leech Lake Tribal Court to juveniles under the Bamenim Anishinaabeg Program, a juvenile justice pilot project aimed at providing comprehensive holistic services to at-risk youth residing on the Leech Lake Reservation. The Bamenim program is time intensive for juveniles and their families, with a focus on early intervention and continual court monitoring through frequent review hearings, status conferences, and family conferencing with Bamenim Team members.

The Bamenim Anishinaabeg Program was established by the Leech Lake Band of Ojibwe through several grant awards. However, grant funding did not include no-cost attorney representation to low-income juveniles and families going through the program. Without TCCLA funding, it is likely that the vast majority of juveniles under the Bamenim program would be unrepresented in court, where penalties for non-compliance include long-term placements in secure detention and/or treatment facilities. ALS has provided no-cost court representation to more than 50 juveniles before the Leech Lake Tribal Court over the past 18 months, and witnessed truly amazing success stories and outcomes. ALS has also leveraged alternative funding sources to identify and further assist clients and their families with other related legal issues in need of dispute. ALS plans to continue applying TCCLA funding to serve juveniles under the Bamenim Anishinaabeg Program before the Leech Lake Tribal Court, which has allowed ALS to provide meaningful and critical court representation to at-risk youth, helped grow a landmark and forward thinking juvenile justice project, and strengthened partnerships between ALS and the Leech Lake Band of Ojibwe.