ABA Washington Letter

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ABA expresses concerns about proposed steep budget cuts for critical programs

Congress weighs FY 2018 appropriations in light of president’s budget proposals

As Congress began considering fiscal year 2018 appropriations levels, ABA President Linda A. Klein warned last month that steep budget cuts proposed by the White House “would severely undermine the fairness of the legal system and deny access to justice for some of society’s most vulnerable individuals.”

“America must not compromise on the principles that justice is accessible to all and all are equal under the law,” she said, pointing that those affected by the proposed budget cuts include veterans, children, the elderly, people with disabilities, people in poverty, families suffering after natural disasters, and survivors of domestic violence.

The $4.1 trillion budget proposed by the White House, which was released May 23, would increase defense spending and border security funding while severely cutting domestic social welfare programs as well as science and research.

Klein highlighted two “important and valuable” programs in particular that were identified for elimination by the White House: the Legal Services Corporation (LSC) and the Public Service Loan Forgiveness Program (PSLF).

The LSC, which provides funding for civil legal aid for low-income Americans in every congressional district, promotes fair and efficient operation of the nation’s courts, Klein said. She added that what makes the cuts more outrageous is that more than 30 cost-benefit analyses show that LSC delivers far more in benefits than it costs.

In statements submitted recently to House and Senate Appropriations subcommittees, the ABA recommended that LSC, currently funded at $385 million, receive a fiscal year 2018 appropriation of $450 million. The ABA is spearheading a grassroots campaign calling on individuals to become Legal Aid Defenders and create a card expressing support for LSC funding. More than 19,000 of these cards were delivered personally to members of Congress by ABA Day in Washington participants in April. Cards will continue to be distributed to senators and representatives during the appropriations process and beyond.

In addition, a bipartisan group of attorneys general from 32 states sent a letter to the appropriations subcommittees highlighting the need for legal services for rural and low-income Americans and urging Congress to oppose the administration’s proposed elimination of federal funding for LSC. “LSC funding fosters longstanding and useful public-private partnerships between legal aid organizations and private firms and attorneys nationwide who do...
### LEGISLATIVE BOXSCORE

<table>
<thead>
<tr>
<th>LEGISLATIVE ISSUE</th>
<th>HOUSE</th>
<th>SENATE</th>
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<tr>
<td><strong>Criminal Justice.</strong> S. 328 and H.R. 968 would confer jurisdiction on the U.S. district courts to provide declaratory and injunctive relief against systemic violation of the right to counsel. S. 330 and H.R. 969 would establish a federal Defender Office for Supreme Court Advocacy to ensure right to counsel. S. 573 would establish a National Criminal Justice Commission. H.R. 1809 and S. 860 would revise and reauthorize the Juvenile Justice and Delinquency Prevention Act (JJDPA).</td>
<td>H.R. 968 and H.R. 969 were referred to the House Judiciary Cmte. on 2/7/17. House passed H.R. 1809 on 5/23/17.</td>
<td>S. 328 and S. 330 were referred to the Senate Judiciary Cmte. on 2/7/17. S. 573 was referred to the Senate Judiciary Cmte. on 3/8/17. S. 860 was referred to the Senate Judiciary Cmte. on 4/5/17.</td>
<td>Supports federal sentencing reform to address explosive growth in prison population and costs. Supports JJDPA and Second Chance Act reauthorization. Supports funding for federal and state indigent defense programs. Supports certain civil asset forfeiture reforms. See page 3.</td>
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<td><strong>Immigration.</strong> The president issued executive orders on 1/25/17, and 1/27/17 followed by a revised executive order 3/6/17 on border security, immigration enforcement, and visa and refugee programs. Federal judges temporarily blocked the orders nationwide that suspended entry from majority-Muslim countries.</td>
<td></td>
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<td>Supports improvements in the immigration court and adjudication system. Opposes mandatory detention and supports alternatives to detention. Supports access to counsel and due process safeguards. See page 5.</td>
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<td><strong>Legal Services Corporation (LSC).</strong> President's FY 2018 budget issued on 5/23/17 includes no funding for LSC, which is currently funded at $385 million under P.L. 115-31 (H.R. 244).</td>
<td></td>
<td>President signed P.L. 114-113 (H.R. 2029) on 12/18/15. President signed P.L. 114-254 (H.R. 2028) on 12/10/16.</td>
<td>Supports an independent, well-funded LSC. See front page and page 8.</td>
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ABA seeks summary judgment in PSLF lawsuit

The ABA and four individual plaintiffs are seeking a summary judgment in the lawsuit they filed last year against the Department of Education after the department rescinded without explanation employees’ job eligibility determinations under the Public Service Loan Forgiveness Program (PSLF) and notified ABA employees and others who had previously been approved for participation in the program that they no longer qualified.

A Motion and Memorandum in Support of Summary Judgment, filed May 24 in the U.S. District Court for the District of Columbia, asks the court to compel the department to stop issuing retroactive denials of PSLF eligibility and restore the plaintiffs’ eligibility for the program.

The lawsuit was filed after the department began enforcing in 2015 an eligibility criterion that does not appear in the statute or regulations. As a result, the department determined that the ABA no longer met the requirements as a public service employer under the program.

The department’s response to the lawsuit in March maintained that even though borrowers had received Employment Certification Forms (ECFs) assuring them that they were on track to receive loan forgiveness under the PSLF program, the decisions issued by FedLoan Servicing, a government contractor, do “not reflect a final agency action on the borrower’s qualification for PSLF.” The contractor has issued formal determinations of eligibility under the department’s established process to those seeking such determinations since 2012.

The PSLF program was established in 2007 to forgive federal student loans for individuals who work in a wide range of public service jobs, including jobs in government and nonprofit charitable organizations. The program provides forgiveness of remaining debt after 10 years of eligible employment and 120 qualifying loan payments, and the first group of public service workers will be eligible for forgiveness this year. Those eligible for PSLF include prosecutors, public defenders and legal aid lawyers.

The department’s response and cross-motion for summary judgment are due to the court June 23. Meanwhile, the ABA is opposing a proposal to eliminate PSLF that was included in the Trump administration’s fiscal year 2018 budget that was submitted to Congress on May 23.

Congress makes progress toward juvenile justice reform

Following House passage last month of bipartisan legislation to revise and reauthorize the Juvenile Justice and Delinquency Prevention Act of 1974 (JJDPA), attention now turns to the Senate, where Senate Judiciary Committee Chairman Charles E. Grassley (R-Iowa) has introduced a bill cosponsored by a bipartisan group of senators.

H.R. 1809, which passed the House May 23 by a voice vote, is similar to legislation passed by the House and approved by the Senate Judiciary Committee last Congress. The bill includes provisions to:

- require for the first time that state juvenile justice plans take into account the latest scientific research on adolescent development and behavior and recognize the importance of prevention and early intervention;
- encourage states to work to ensure that youth have access to public defenders with juvenile court experience;
- promote the use of alternatives to incarceration and support the sealing and expunging of juvenile records;
- address the needs of girls at risk of entering the juvenile justice system; and
- develop prevention and intervention programs designed to reduce juvenile delinquency and gang involvement.

During floor debate, bill sponsor Rep. Jason Lewis (R-Minn.) noted that the bill also would strengthen core protections for youth in the justice system by making sensible reforms to keep from kids from being unnecessarily incarcerated and by improving accountability for those receiving grant funds under the act.

Introducing the Senate legislation in April, Grassley and Sen. Sheldon Whitehouse (D-R.I.) echoed the same goals for reauthorizing JJMDPA when describing their bill, S. 860.

“Juvenile justice programs help local communities protect youth and prevent them from entering a life of crime, but the programs haven’t been revisited in more than a decade,” Grassley pointed out. “Our bill,” he said, “provides a long-overdue policy update that improves opportunities for our nation’s most vulnerable children and strengthens safeguards for those who do encounter the juvenile justice system.”

The ABA, which has designated reauthorization and strengthening of JJMDPA as a priority, supports the House and Senate efforts toward legislation focusing on the rehabilitative purpose of the juvenile justice system to reduce reliance on jail and detention, reduce public costs, and protect public safety.
The ABA urged the Senate Committee on Homeland Security and Governmental Affairs this month to support H.R. 584, a bill passed by the House earlier this year that would foster the sharing of cyber threat information among federal, state and local agencies.

Provisions in the bipartisan legislation “will increase our ability to successfully protect our nation’s cyber infrastructure,” ABA Governmental Affairs Director Thomas M. Susman wrote in a June 13 letter to the committee.

He said the ABA’s Cybersecurity Legal Task Force, which represents 19 entities and divisions in the association with cyber expertise, is analyzing cyber reform proposals and is ready to help the committee as bills move through the legislative process.

Susman highlighted ABA policy adopted in 2012 that lays out the following five principles that the association is urging the executive and legislative branches to consider when making policy determinations for improving cybersecurity:

• public–private frameworks are essential to successfully protect U.S. assets, infrastructure, and economic interests from cybersecurity attacks;
• robust information sharing and collaboration between government agencies and private industry are necessary to manage global cyber risks;
• legal and policy environments must be modernized to stay ahead of, or, at a minimum, keep pace with technological advancements;
• privacy and civil liberties must remain a priority when developing cybersecurity law and policy; and
• training, education, and workforce development of government and corporate senior leadership, technical operators, and lawyers require adequate investment and resourcing in cybersecurity to be successful.

H.R. 584, known as the Cyber Preparedness Act of 2017, builds on the Security Cyber Incident Response Plan issued in December 2016 by the Department of Homeland Security (DHS). The bill would require the DHS’s State, Local and Regional Fusion Center Initiative to coordinate with the National Cybersecurity and Communications Center to provide state, local and regional fusion centers with expertise on DHS cybersecurity resources.

In addition, the legislation would authorize state, local or tribal governments or high-risk urban areas to use specified grant funds to prepare for a response to cybersecurity risks and incidents and to develop statewide cyber threat information analysis and dissemination activities.

H.R. 584 also expresses the sense of Congress that DHS should share actionable cyber threat information in unclassified form to allow timely distribution to the states, local governments, and the private sector.

In a related action on May 11, President Trump signed the Presidential Executive Order on Strengthening the Cybersecurity of Federal Networks and Critical Infrastructure. The Trump executive order, which is similar to President Obama’s February 2016 Cyber National Action Plan, requires agency heads, as an initial step, to immediately use the Framework for Improving Critical Infrastructure Cybersecurity developed by the National Institute of Standards and Technology and to issue risk management reports to the DHS secretary and the director of the Office of Management and Budget within 90 days of the order.

Sharing of cyber threat information is focus of legislation

Fiscal year 2018 budget

continued from front page

nate their time and skills to assist low-income residents in our states,” the letter said.

In her statement about the administration’s proposed budget, Klein emphasized that PSLF, which provides loan forgiveness for those who enter public services work, encourages people to work in lower-paying but critically needed jobs that serve the public good. Without loan forgiveness, she said, fewer people would be able to dedicate their lives to public service as prosecutors, public defenders, legal aid lawyers and positions in other justice-related fields.

At the same time LSC and PSLF are targeted for harsh reductions, Klein said, many other parts of the proposed budget also would do “severe damage to the most vulnerable people in our society by cutting access to food assistance, medical care, housing, and other necessities of life.”

She said that as the budget process moves forward, the ABA will be urging Congress to reinstate adequate funding for these important and valuable programs, which she said “must be preserved to establish justice as the Constitution calls on us to do.”
Bill would strip protections from unaccompanied immigrant children

Access to counsel would be weakened

The House Judiciary Committee approved a bill June 21 that the ABA maintains would strip critical legal and other protections from unaccompanied immigrant children and undermine the fairness and integrity of the immigration system.

Even though the bill, H.R. 495, is titled the Protection of Children Act, ABA Governmental Affairs Director Thomas M. Susman wrote to the committee June 14 that its provisions instead would subject unaccompanied children to additional screening, lengthen the period of time that children may be held in custody, and weaken existing language that facilitates their access to counsel.

Susman said that H.R. 495 would “eviscerate” protections in the current framework that was carefully crafted as part of the William Wilberforce Trafficking Victims Protection Reauthorization Act of 2008.

Expressing concern about a provision calling for Border Patrol officers to perform expedited screening procedures, Susman said, “Law enforcement agents are not equipped with training and child-welfare expertise to screen a child for specific signs of trafficking, fear of return, or persecution. This assessment should be made by a trained child welfare specialist, and if one is not available, the child’s lawyer.”

Susman also emphasized that only about 50 percent of unaccompanied children currently receive legal representation during their immigration proceedings, and a provision in the bill that all children appear before an immigration judge within 14 days would make obtaining legal counsel even more difficult and undermine the fairness of the proceedings.

“As a country that prioritizes the welfare of children in our legal system and otherwise,” he wrote, “we should not significantly diminish protections in place to ensure the appropriate treatment and adjudication of unaccompanied children.”

The bill was also referred to the House Foreign Affairs Subcommittee on Africa, Global Health, Global Human Rights and International Organizations, where there has been no action on the legislation.

ABA panel explores issues surrounding sanctuary cities

The ABA Commission on Immigration and Section of Civil Rights and Social Justice sponsored a panel discussion in Washington, D.C., last month exploring the issues surrounding “sanctuary cities,” a term referring to a variety of ways in which local and state jurisdictions may limit their cooperation with federal immigration authorities. Those participating on the May 19 panel were (from left): moderator Karen T. Grisez, special counsel, Fried, Frank Harris, Shriver & Jacobson LLP, and special advisor, ABA Commission on Immigration; Michele Waslin, American Immigration Council; Paromita Shah, National Immigration Project; Betsy Cavendish, general counsel to D.C. Mayor Muriel Bowser; J. Thomas Manger, president, Major Cities Chiefs Association; Chad R. Mizelle, counsel to the attorney general, Department of Justice; Tracy Short, principal legal advisor, Immigration and Customs Enforcement (ICE), Department of Homeland Security; and Michele Neifach, Jackson Lewis PC and former general counsel at ICE. The panel discussion — entitled “Sanctuary Cities: Legitimate Law Enforcement Policy or Rogue Action?” — can be viewed here.
Senate bill would help provide legal services to homeless veterans

*Would build on existing VA programs*

Sens. Richard Burr (R-N.C.), Mazie Hirono (D-Hawaii) and Jon Tester (D-Mont.) recently introduced bipartisan ABA-supported legislation to enhance the availability of legal services to homeless veterans.

S. 1072 is similar to H.R. 1993, which was introduced in April by Rep. Joyce Beatty (D-Ohio). Both bills would allow the secretary of Veterans Affairs (VA) to partner with public and private entities to provide legal services to veterans who are homeless and those who are at risk of homelessness. Under current law, the VA is only authorized to permit grantees under the Supportive Services for Veterans Families (SSVF) program and the Grant Per Diem program to use funds for legal services even though legal assistance continues to be among the most pressing needs for the nation’s veterans.

The legislation calls for the VA secretary to consult with veterans service organizations and other appropriate groups to coordinate outreach relationships, and the secretary may require those entering into partnerships to submit periodic reports on the legal services they have provided. Partnerships under the bill would be required to be equitably established across the United States to include rural communities and tribal lands.

“Veteran homelessness is a heartbreaking issue,” Burr said. He noted that “we are making progress in combating veterans’ homelessness as the number of homeless veterans decreased to around 40,000 over the past two years, but he said “that is still far too many, and I will continue to address this problem until the number is zero.”

ABA President Linda A. Klein voiced the ABA’s support for the goals of the legislation. “Allowing increased private-public partnerships with the VA will improve these veterans’ access to legal help and provide desperately needed progress toward ending the crisis of veteran homelessness in this country,” she said. Klein has designated legal services for veterans as a priority during her ABA presidency.

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June 2017

Judicial Vacancies/Confirmations—115th Congress*
(as of 6/22/17)

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<th>Court</th>
<th>Vacancies</th>
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<tr>
<td>US Courts of Appeals (179 judgeships)</td>
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<tr>
<td>US District Courts (678 judgeships)</td>
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<tr>
<td>Court of International Trade (9 judgeships)</td>
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<td><strong>Totals</strong></td>
<td><strong>126</strong></td>
<td><strong>14</strong></td>
<td><strong>1</strong></td>
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*Includes territorial judgeships*
ADVANCE CARE PLANNING: ABA Governmental Affairs Director Thomas M. Susman commended the bipartisan leadership of several members of Congress last month as they prepared to introduce bipartisan advance care planning legislation in the House and Senate. Susman wrote in a May 31 letter that the Patient Choice and Quality Care Act of 2017, introduced as H.R. 2797 on June 7 by Reps. Earl Blumenauer (D-Ore.) and Phil Roe (R-Tenn.) and as S. 1334 on June 12 by Sens. Mark Warner (D-Va.) and Johnny Isakson (R-Ga.), is a “valuable step forward in preparing health systems that utilize advance care planning.” Susman emphasized that the ABA has strongly promoted the value of advance care planning and the use of advance health care directives by all adults for decades and supports many of the bills’ provisions. These include: integrating advance care planning into a holistic advance illness-management demonstration program; facilitating the development of quality measures for advance care planning; creating standards for incorporating advance care planning documents into electronic health records; and providing grants to improve public awareness of advance care planning. The legislation also provides for the creation of a national support center for Physician Orders for Life-Sustaining Treatment (POLST) programs, which are supported by the ABA as a way to strengthen the documentation of advance care plans and promote access to and financing of high-quality comprehensive long-term supportive services for individuals with advanced illness. Susman highlighted the importance of advance care planning, noting that medical literature shows that a patient and his or her family’s communications with each other and with their physicians are vital to ensuring the patient’s care matches their values and goals. Of the changes made by the bill, Susman said, “the process ensures that patients’ values and goals drive their care, rather than the preferences of providers, insurers, government, or others.”

ALABAMA DEATH PENALTY: ABA President Linda A. Klein expressed the association’s opposition last month to legislation in the Alabama House and Senate that she said could lead to an increased risk of executing an innocent person. The legislation, introduced as H.B. 260 and S.B. 187, was signed into law by Alabama Gov. Kay Ivey on May 26. Klein’s letter, sent May 12 to the leadership in the Alabama Senate and House of Representatives, stressed that the legislation, known as the Fair Justice Act, is unlikely to achieve its stated goal of streamlining justice and would not take priority over ensuring fundamental fairness and accuracy of those convictions,” Klein said. Although the ABA takes no position for or against the death penalty itself, the association — which include prosecutors, defense lawyers, and judges — has long been committed to ensuring that every jurisdiction that imposes capital punishment implements policies and procedures that ensure that death penalty cases are administered fairly, impartially and in accordance with due process.

INMATE CALLING RATES: A three-judge panel of the U.S. Court of Appeals for the District of Columbia Circuit has struck down a Federal Communications Commission (FCC) rule that sought to address extremely high phone rates charged to prison inmates for intrastate calls. The panel’s 2-1 ruling June 13 stated that the FCC exceeded its statutory authority under the Telecommunications Act of 1996 for regulating intrastate calling rates. The rule, which was first announced in October 2015 and had been scheduled to go into effect in early 2016, was put on hold by the court in March 2016 after phone service providers and several states challenged the FCC’s authority and said that the new rates are too low. The rule would have set a cap of 11 cents per minute for all local and long distance calls from state and federal prisons while providing for tiered caps on rates for jails that ranged from 14 cents per minute for calls in jails with 1,000 or more inmates to 22 cents per minute for jails up to 349 inmates. This would have reduced the average rate for most calls to no more than $1.65 for 15-minute local and long distance calls from state and federal prisons. Prior to approval of the new rule, rates averaged about $3 for a 15-minute call but sometimes could reach as high as $14 per minute. While the Obama administration issued and defended the rule, the new FCC Commissioner Ajit Pai under the Trump administration agreed with the court’s decision and indicated in a statement that the commission will “address the problem of high inmate calling rates in a lawful manner.” In comments submitted to the FCC in 2015, the ABA supported the rule, saying that the commission’s attempt to lower inmate calling rates would have brought jails and state and federal prison facilities more closely in line with the ABA Standards for the Treatment of Prisoners. The ABA standards call for open and affordable lines of communications between a prisoner and the prisoner’s family and attorney to help with re-entry planning during incarceration.
LSC “Justice Gap” report describes nation’s unmet legal needs

A new report unveiled June 14 by the Legal Services Corporation (LSC) revealed that low-income Americans receive inadequate or no professional legal help for 86 percent of the civil legal problems they face in a given year.

At an event on Capitol Hill, LSC President James J. Sandman said the report, The Justice Gap: Measuring the Unmet Civil Legal Needs of Low-income Americans, showed that the “vast majority of low-income Americans have significant civil legal needs that affect their families, their livelihoods, and their safety, and that our civil legal system fails, overwhelmingly, to meet those needs.”

“The bottom line: we are not fulfilling our nation’s solemn pledge of justice for all,” Sandman emphasized.

The detailed report, based on a survey conducted by NORC at the University of Chicago, showed that one in four low-income households experienced six or more civil legal problems in the past year, including 67 percent of households with survivors of domestic violence or sexual abuse.

Legal problems included issues related to veterans benefits, domestic violence, disability access, housing conditions, and health care. Low-income Americans, however, seek professional legal help for only 20 percent of the civil legal problems they face.

LSC, the single largest funder of civil legal aid programs in the United States, supports 133 legal aid organizations across the United States, the District of Columbia, Puerto Rico and the territories. While LSC-funded programs will assist an estimated 1 million Americans this year, those individuals will receive only limited or no legal help for between 62 percent and 72 percent of their problems because of lack of resources.

“The Justice Gap report underscores how important it is to fund and support legal services across the country,” said ABA President Linda A. Klein, emphasizing that “legal services can provide hope and help people get on with their normal lives.” Stressing the contribution of LSC, she said that without the corporation, “courthouse doors will be closed to low-income Americans with unmet legal needs.”

Also appearing at the event were LSC Board member and ABA Past President Robert J. Grey Jr.; LSC Board Chairman John G. Levi; Reps. Joseph P. Kennedy III (D-Mass.) and Susan Brooks (R-Ind.); Harriet Miers, a partner at Locke Lorde LLP and former White House counsel; J. Michael Dennis, senior vice president of NORC at the University of Chicago; University of Michigan head football coach Jim Harbaugh; and Kenneth C. Frazier, chairman and chief executive officer, Merck & Co.

Miers, who also serves on the ABA Standing Committee on Governmental Affairs, emphasized that providing legal services is a noble cause. “It is not partisan. It is the right thing to do,” she said.

ABA President Linda A. Klein (at podium) emphasized the need for LSC funding at the June 14 release of the LSC’s Justice Gap report.

University of Michigan head football coach Jim Harbaugh and LSC Board of Directors Chairman John G. Levi, who also spoke, are seated at the left.