ABA urges Congress to take swift action to reduce gun violence

The ABA urged Congress to take swift, evidence-informed legislative steps to reduce gun violence earlier this month following the tragic high school shooting in Parkland, Florida, on Feb. 14 that killed 17 people.

“Decisive action is imperative,” ABA President Hilarie Bass wrote in a March 6 letter to the Senate Judiciary Committee. She emphasized that more than 30,000 Americans die each year from gun violence and offered the ABA’s legal expertise regarding due process and the Second Amendment.

A flurry of legislative activity has taken place in the weeks following the shooting. Three ABA-supported proposals in particular have gained some traction: fixes to the National Instant Criminal Background Check System (NICS); research on gun violence; and the use of gun violence restraining orders (GVRO).

National Instant Criminal Background Check System (NICS)

“Background checks are only effective if NICS contains timely and complete information,” Bass emphasized in her letter. The ABA supports legislative efforts to ensure that federal agencies upload information into the system in a timely manner and supports funding to help state and local governments improve transmission of records to federal and state repositories as well as capacity for determining individuals’ eligibility to purchase firearms.

P.L. 115-141 (H.R. 1625), the omnibus fiscal year 2018 appropriations legislation signed by the president March 23, includes the language of S. 2135, known as the Fix NICS Act of 2017. S. 2135, sponsored by Senators Chris Murphy (D-Conn.) and John Cornyn (R-Texas), requires federal law enforcement agencies to upload information regarding criminal and mental health reports into the system and authorizes grants to promote the reporting. The language also requires gun retailers to check the database before making a new gun sale.

Research on Gun Violence

The ABA supports a public health approach to addressing gun violence, which depends on research to identify gun violence risks and develop and test preventive strategies. In her March 6 letter, Bass urged Congress to repeal the Dickey Amendment, which she said has had a “chilling effect” on gun-related research by the Centers for Disease Control and Prevention (CDC) and other federal agencies.

The recently passed omnibus fiscal year 2018 spending bill includes a clarification regarding the Dickey Amendment, giving the CDC authority to conduct research on the causes of gun violence.

see “Gun violence,” page 8
### LEGISLATIVE BOXSCORE

<table>
<thead>
<tr>
<th>LEGISLATIVE ISSUE</th>
<th>HOUSE</th>
<th>SENATE</th>
<th>FINAL</th>
<th>ABA POSITION</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Immigration.</strong> The president announced a new travel ban restricting entry into the country from eight countries. Federal judges temporarily blocked the ban for those seeking entry from six of the eight countries. The Supreme Court has allowed some of the restrictions to go into effect. The president announced he is phasing out the Deferred Action on Childhood Arrivals (DACA) program by March 5, 2018. Federal courts have blocked the president’s order.</td>
<td>Senate failed to pass several proposals to address the DACA program.</td>
<td></td>
<td></td>
<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. Supports legislation that includes a path to citizenship for certain undocumented persons who enter the country as minors and have significant ties to the United States.</td>
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LSC receives $25 million increase for fiscal year 2018 in omnibus appropriations legislation signed by the president

ABA President Hilarie Bass commended Congress for passing an omnibus fiscal year 2018 spending bill this month that includes $410 million for the Legal Services Corporation (LSC) — a $25 million increase over the program’s fiscal year 2017 level of $385 million.

“The ABA is encouraged that Congress sees the importance of LSC to the lives of their constituents,” Bass said in a statement issued on March 23, the day President Trump signed the legislation, P.L. 115-141 (H.R. 1625). The extra funding, she said, will allow LSC to serve at least an additional 100,000 people. The program currently assists more than 1.9 million low-income Americans each year. Those helped by LSC-supported programs gain access to the courts for cases involving domestic violence, disaster relief, housing, veteran benefits, and child custody.

Bass emphasized that more funding is needed, however, and she pointed out that low-income Americans received inadequate or no legal help for 86 percent of their civil legal problems in the past year. The ABA is urging Congress to appropriate $482 million for fiscal year 2019, an amount that would represent a restoration of funding to the fiscal year 2010 level adjusted for inflation.

Bass also applauded provisions in the legislation related to another ABA priority, the Public Service Loan Forgiveness Program (PSLF), which provides loan forgiveness for qualified individuals who work in public service jobs. An additional $2.3 million provided in the funding legislation seeks to correct deficiencies in the Department of Education’s efforts to educate borrowers about PSLF eligibility and certification.

P.L. 115-141 also provides funding for ABA-supported programs addressing domestic violence, including:

- an increase of $8.5 million to $492 million for Violence Against Women Act (VAWA) programs, including $35 million for transitional housing and $40 million for rural domestic violence program;

- Department of Housing and Urban Development funding of $50 million for the first time to support new rapid rehousing projects for domestic violence victims and survivors;

- a $1.8 billion increase to $4.4 billion for the Crime Victims Fund;

- a 3 percent set-aside of funds ($132 million) under the Victims of Crime Act to be used exclusively for tribal crime victim services; and

- a $5 million increase to $154 million for the tribal set-aside under the Family Violence Prevention and Services Act.

The new statute also includes funding for international programs supported by the ABA as part of its $54 billion budget for the Department of State and foreign operations. Appropriations for programs of particular interest to the ABA include: $2.3 billion for democracy programs, with language on preference for cooperative agreements in certain areas; $1.47 billion for contributions to international organizations that include funds to pay U.S. assessed contributions to the United Nations organizations; and $339 million for voluntary contributions to U.N. agencies.

The legislation also includes language limiting any significant

House panel approves bill to exempt creditor lawyers engaged in litigation from FDCPA, CFPB regulation

The House Financial Services Committee approved ABA-supported bipartisan legislation March 21 that would clarify that the Federal Debt Collection Practices Act (FDCPA) does not apply to creditor lawyers’ litigation activities and that the existing “Practice of Law Exclusion” in Dodd-Frank Act that limits the Consumer Financial Protection Bureau’s (CFPB) broad regulatory authority covers both consumer and creditor lawyers.

H.R. 5082, the “Practice of Law Technical Clarification Act of 2018,” cleared the committee by a 35-25 vote. During the markup, the bill’s sponsor, Rep. Alex Mooney (R-W.Va.), emphasized that by amending the FDCPA to exclude law firms and licensed attorneys engaged in litigation activities from the definition of “debt collector,” Congress is “restoring traditional state court regulation and oversight of the legal profession.” He noted that 17 states already have FDCPA-type statutes exempting attorneys either outright or when they are engaged in litigation activities.

Mooney said he was proud that the ABA endorsed the bill and asked that a letter from ABA President Hilarie Bass be included in the record of the markup.

In her letter, sent to the House Financial Services Committee and the House Judiciary Committee on March 19, Bass explained that lawyers have been regulated for centuries primarily by the state supreme courts that li-
Family First Prevention Services Act signed into law

The Family First Prevention Services Act, enacted last month as part of a two-year budget agreement, makes sweeping changes in child welfare laws in an effort to keep families together.

P.L. 115-123 (H.R. 1892), the Bipartisan Budget Act of 2018 signed by the president on Feb. 9, for the first time allows the use of federal child welfare funding under Title IV-E of the Social Security Act for preventive services. The expanded use of these funds, which were available in the past only after a child entered foster care, will provide opportunities for children to remain in their homes or with kinship caregivers while receiving needed support and services.

The ABA and its Center on Children and the Law, which have consistently advocated for policies addressing key services and support for families involved in the child welfare system, support the new law. In correspondence to Capitol Hill during consideration of the legislation, the ABA pointed out that the lives of many children would be improved and that the legislation “will end fiscal incentives to place children in foster care and instead provide services that can keep children and families safety together.” To supplement that correspondence, then-ABA President Linda Klein issued a statement in support of this legislation in October 2016.

The provisions in P.L. 115-123 are similar to those included in bipartisan legislation considered during the 114th Congress. That legislation, which passed the House unanimously, stalled in the Senate. The provisions were then included in a major medical research and mental health bill, but were dropped after opposition surfaced from group homes in North Carolina. During the first session of the 115th Congress, the House passed several bills that included various provisions from the Family First Prevention Services package, but there was no action in the Senate on those bills.

Strong support for the Family First legislation from more than 100 organizations led to its inclusion in this year’s budget agreement. Specific provisions do the following:

● reauthorize the Stephanie Tubbs Jones Child Welfare Program and the Promoting Safe and Stable Families Act (PSSF) under Title IV-B of the Social Security Act, which support programs that help stabilize families by providing immediate preventive services while children remain at home and by funding reunification services so that children can be safely returned home in a timely manner. In addition, the legislation would eliminate a 15-month time limit on providing reunification services under PSSF so that federally supported reunification efforts can continue in appropriate circumstances;

● identify model licensing standards for relative foster family homes;

● provide a 50 percent federal match for evidence-based Kinship Navigator programs that provide critical services and information to support kinship care providers;

● expand access to the John E. Chafee Foster Care Independence Program to ensure that youth in foster care have access to quality education and additional resources to successfully transition to adulthood; and

● reauthorize the Court Improvement Program through the year 2021 and amend CIP to include training to judges, attorneys, and other legal persons in child welfare cases with regards to placements that are not foster family homes.

The new law also is expected to help caseworkers deal more effectively with cases arising out of the opioid crisis. Sen. Ron Wyden (R-Ore.), a cosponsor of Family First legislation in the Senate, said the law “will usher in the most significant improvements to the child welfare system in decades and provide real help to families to fight the opioid epidemic.” He added, “We owe our most vulnerable children the best chance to stay with their families when it’s safe to keep them at home and the highest standards of care to protect children who are already in foster care.”

In related action regarding CIP reauthorization, the ABA is urging Congress to enact the provisions of H.R. 4461 and S. 2173, legislation that would consolidate the three grants under the program and fund CIP for the next 10 years. Grants under CIP, which was first enacted in 1993 to improve the legal processes in the child welfare system, are the only direct child welfare-related federal funds that state courts receive.

In a Feb. 27 letter to House and Senate leaders, ABA Governmental Affairs Director Thomas M. Susan said that while the ABA appreciates the four-year CIP reauthorization in the budget act, enactment of the COURTS Act would reduce program costs and resolve reauthorization issues for the next 10 years.
ABA highlights priorities for reauthorization of HEA

Association pinpoints loan forgiveness, FAFSA improvements

The ABA recently laid out its views on several major issues that will be considered by the Senate Health, Education, Labor and Pensions Committee when it begins the process of reauthorizing the Higher Education Act this year.

In a Feb. 23 letter to committee Chairman Lamar Alexander (R-Tenn.) and Ranking Member Patty Murray (D-Wash.), ABA Governmental Affairs Director Thomas M. Susman emphasized the pivotal role the ABA has played in numerous areas: developing standards for legal education; accrediting law schools; and supporting programs that help law students afford law school and enter public service employment despite high student debt.

Susman urged the committee to consider the following ABA policies, which support:

- federal assistance to individuals who are experiencing financial hardship because of excessive levels of student loan debt;
- development and publishing of easily understood versions of the terms of various loan and repayment programs;
- assistance to those, including foster care children, making decisions affecting their right to quality education, including improving the Free Application for Federal Student Aid (FAFSA) to identify those face barriers to access to financial aid and postsecondary education because they have been in foster care or experienced homelessness;
- preservation of the Public Service Loan Forgiveness program, which provides loan forgiveness to law school graduates and others pursuing careers in public service after they have served at least 10 years in qualified public service employment; and
- reauthorization of the John R. Justice Student Loan Repayment Programs, which provides for the payment of eligible educational loans for state and federal public defenders and state prosecutors who agree to remain employed as public defenders and prosecutors for at least three years.

The Senate committee has held several hearings on HEA reauthorization this Congress, and introduction of a bill is expected in April. In December, the House Education and the Workforce Committee approved H.R. 4508, its version of HEA reauthorization known as the Promoting Real Opportunity, Success and Prosperity Through Education Reform (PROSPER) Act. The House bill would make substantial changes to federal student loan programs, including the termination of PSLF.

**FDCPA**

continued from page 3

cense them and that the FDCPA, enacted in 1977, originally contained a complete exemption for lawyers engaged in the practice of law who collect debts on behalf of their clients. Congress voted to eliminate the broad exemption in 1986 after a small number of debt collectors who also were lawyers engaged in abusive collection practices outside of the litigation context and were shielded from FDCPA coverage.

The 1986 revisions to FDCPA were intended to allow aggrieved debtors to bring suits against creditor lawyers for their improper non-litigation collection activities, but the courts have applied this revised act to creditor lawyers even when they are engaged in litigation. As a result, Bass said that many creditor lawyers are now routinely sued in federal or state court for their actions in state court proceedings that are alleged to be technical violations of the FDCPA, even when the consumer suffers no harm.

Congress later passed the Dodd-Frank Act in 2010, which granted the new CFPB the authority to enforce the FDCPA and to regulate debt collectors, but which exempted consumer lawyers engaged in the practice of law from the bureau’s regulatory and enforcement authority.

Bass emphasized that H.R. 5082 would not “turn back the clock” on consumer protection to pre-1986 levels because the bill is narrowly tailored and would merely exempt the litigation activities of creditor lawyers, not their other non-litigation collection activities. “This narrow exemption is appropriate,” she wrote, “as the judge overseeing the lawsuit is in the best position to discipline any lawyer who engages in abusive litigation practices.” The bill also would “preserve all existing consumer protections regarding any other non-litigation lawyer actions that are taken outside the watchful eye of a judge and the court system,” she said.

The bill now moves to the full House for consideration.
ABA president urges DOJ to continue focus on preserving access to justice for all

ABA President Hilarie Bass urged the Department of Justice (DOJ) this month to continue to prioritize access to justice under the law for all Americans as part of its core mission and expressed support for the work of the Office of Access to Justice, which was established in 2010 to address the access-to-justice crisis in the criminal and civil justice systems.

In a March 12 letter to U.S. Attorney General Jeff Sessions, Bass emphasized that the crisis that led to the establishment of the office still exists and Americans need the department’s leadership in helping eliminate barriers to legal access.

She explained that numerous reports over the past 25 years show that representation by public defenders in criminal cases is often woefully inadequate because of high caseloads and a lack of adequate support personnel such as investigators, social workers, paralegals and secretaries. This jeopardizes the goal of providing competent representation to everyone entitled to a defense attorney under the Sixth Amendment of the U.S. Constitution, she said.

Bass also pointed out that the 2017 Justice Gap Report published by the Legal Services Corporation (LSC) found that 86 percent of civil legal problems reported by low-income American received inadequate or no legal help.

The Office of Access to Justice has been successful in combating inequities in the systems through the Legal Aid Interagency Roundtable, which brings together 22 federal agencies to raise awareness of how civil legal aid can help advance a wide range of federal objectives, including health, employment, family stability, housing, education, consumer protection, and public safety.

“The Department has also improved systems to ensure that those charged with a crime are accorded constitutionally mandated counsel, has advanced research to improve understanding about impediments to fair and impartial justice, and has provided state and local officials with strategies and resources to improve their justice systems,” Bass said.

Saying that DOJ is uniquely qualified to continue these efforts, Bass urged Sessions to “make reorganization decisions that assign responsibility and provide adequate funding for the critical programs that preserve access to justice for all Americans – both rich and poor – and demonstrate the department’s unwavering commitment to this core value and the rule of law.”

Judicial Vacancies/Confirmations—115th Congress* (as of 3/29/18)

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<td>US District Courts (678 judgeships)</td>
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<tr>
<td>Court of International Trade (9 judgeships)</td>
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<tr>
<td>Totals</td>
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*Includes territorial judgeships
INTERNATIONAL ARBITRATION: The ABA expressed support recently for Senate Bill 766, a bill pending in the California Legislature that would authorize out-of-state and foreign attorneys to represent parties in international commercial arbitration held in California. The Senate unanimously passed the bill on Jan. 29 and sent it to the Assembly for consideration. Current California law provides that no person shall practice law in the state unless he or she is an active of the state bar. Under the bill, a qualified attorney would be allowed to provide legal services in an international commercial arbitration or related conciliation, mediation or alternative dispute resolution proceeding if any of several conditions are satisfied. These include situations when services are undertaken in association with an attorney who is admitted to practice in the state and actively participates in the matter or when the services arise out of or are related to a dispute governed primarily by international law or the law of a foreign or out-of-state jurisdiction. “The ABA has long supported efforts to allow lawyers to effectively serve their clients, at home and abroad through cross-border practice,” ABA Governmental Affairs Director Thomas M. Susman wrote Feb. 7 to California State Senate Majority Leader William Monning. The legislation appears to be based on the ABA Model Rule for Temporary Practice by Foreign Lawyers, one of several model rules adopted by the ABA that seek to facilitate access by foreign lawyers in the United States. Additional policy adopted by the ABA urges that parties to international arbitration be allowed representation by counsel of their choice, regardless of whether the lawyer is admitted in the jurisdiction where the arbitration takes place.

VICTIM NOTIFICATION: The ABA expressed support last month for bills in the Maryland House and Senate regarding a Pretrial Release Services Program that addresses victim notification. The bills, H.B. 1520 and S.B. 766, would direct judicial officers during the pretrial release process to provide victims with notice of any crime charged and, if the defendant is released, with notice of the conditions of release. The legislation also would provide victims with information on how to report any violations of the conditions and how to request changes to the conditions. In letters sent Feb. 28 to the Maryland House Judiciary Committee and the Senate Judicial Proceedings Committee, Government Affairs Director Thomas M. Susman emphasized ABA support for Maryland’s effort to give crime victims information about pretrial release decisions and wrote that the ABA strongly supports providing victims of crimes with information throughout the criminal justice process. He explained that pretrial release comprises an entire volume of the ABA Standards for Criminal Justice, which are the result of a collaboration between prosecutors, defenders, judges, and academics working with the ABA on critical criminal justice issues. The Maryland bills are consistent with Standard 10-6.1 (Notice to Victims of Crime) of the ABA standards, Susman said, and he urged passage of legislation “that recognizes the importance of providing relevant information to victims to help ensure their safety.”

COMPASSIONATE RELEASE: Recently introduced bipartisan legislation addresses the needs of elderly and terminally ill prisoners. S. 2471—the “Granting Release and Compassion Effectively (GRACE) Act”—introduced Feb. 28 by Sens. Brian Schatz (D-Hawaii), Mike Lee (R-Utah) and Patrick Leahy (D-Vt.), includes provisions to improve the Bureau of Prisons’ (BOP) approval process for compassionate release. “Too many people who are eligible for compassionate release die in prison because the decision takes too long,” Schatz said in a press release. “Our bill will create clear guidelines in the approval process so that we have more accountability in the system and the sick and elderly who qualify for compassionate release get it.” Compassionate release was first authorized under the Sentencing Reform Act of 1984, but Lee said the system to implement the statute “has proved to be burdensome and underutilized.” Review of eligible inmates with serious medical conditions takes on average of 141 days to process, and 81 people have died since 2014 while waiting for their reviews to be completed. The elderly, which represent the fastest growing population in federal prisons, are expected to make up 28 percent of the total prison population by 2019. Provisions in S. 2471 include an expedited process for requesting sentence reduction for terminally ill prisoners, a reporting requirement for the BOP, and compassionate release training for BOP staff. The ABA supports government efforts to consider prisoner requests to reduce or modify their sentences based on extraordinary and compelling circumstances, provided the prisoner does not present a substantial danger to the community.
Gun Violence Restraining Orders (GVROs)

The ABA passed policy in August 2017 urging the enactment of laws to allow courts to issue GVROs to temporarily remove guns from persons found to be dangerous. On March 22, Sens. Marco Rubio (R-Fla.), Bill Nelson (D-Fla.) and Jack Reed (D-R.I.) introduced S. 2607, the “Extreme Risk Protection Order and Violence Prevention Act.”

The bill includes provisions that would, while protecting due process, allow family members, law enforcement, and others to petition a court to confiscate guns from individuals declared to be a danger to themselves or others and to prevent them from purchasing firearms.

Following the shooting in Parkland, the Florida legislature became the sixth state legislature to pass similar legislation, and more than 20 other states have comparable bills pending.

Bass also recommended that the Senate Judiciary Committee take action on other reforms to reduce gun violence, including universal background checks, restrictions on the sale and possession of assault weapons, and civil remedies and administrative enforcement of gun laws.

During a March 14 Senate Judiciary Committee hearing on legislative proposals to improve school safety, committee Chairman Charles E. Grassley (R-Iowa) expressed his dedication to doing something in the wake of the Parkland shooting. He stressed that there were law enforcement failures in this case and that it is important to address what went wrong. The hearing included three panels featuring Rubio and Nelson, federal law enforcement agency heads, survivors, and family members of the victims.

Those pushing for action against gun violence took to the streets of Washington, D.C., and cities across the nation March 24 for the March for Our Lives, which was organized by high school students. The ABA Law Student Division joined the effort by organizing law student participation in D.C. and other locations around the country. Members of the ABA Standing Committee on Gun Violence also participated in marches and rallies.

Bass applauded the commitment of the young people addressing gun violence. “The peaceful demonstrations and advocacy by our young citizens since the horrific shootings at Marjory Stoneman Douglas High School has been inspirational and impressive. As an association of lawyers, we salute this civic engagement and hope it shows policy makers the way forward to end this senseless violence,” she said in a March 21 statement.

Appropriations

redesign of the State Department without congressional oversight, including any efforts to eliminate, consolidate, or reduce the size of the department’s bureaus and offices.

Justice Department (DOJ) funding includes provisions to strengthen the National Instant Criminal Background Check System (NICS) and authorizes $75 million in fiscal year 2018 and $100 million each year through fiscal year 2018 for programs focusing on preventing student violence (see article, front page).

Also included in the DOJ portion of the legislation is $130 million for initiatives to reduce DNA backlogs, $85 million for Second Chance Act and offender reentry efforts, $20 million for Veterans Treatment Courts, and $282.5 million for juvenile justice programs. The Office of Immigration Review will receive a $65 million increase to $505 million to provide for 100 additional immigration judge teams.