JUDICIAL COUNCIL OF CALIFORNIA ADMINISTRATIVE OFFICE OF THE COURTS

455 Golden Gate Avenue San Francisco, California 94102-3688

Report

TO:	Members of the Judicial Council
FROM:	Administrative Office of the Courts Bonnie Rose Hough, Supervising Attorney, Center for Families, Children & the Courts, 415-865-7668, bonnie.hough@jud.ca.gov
DATE:	November 22, 2004
SUBJECT:	Equal Access Fund: Distribution of Funds for Partnership Grants (Action Required)

Issue Statement

The State Bar Legal Services Trust Fund Commission (commission) has submitted a report (attached at pages 5–35) on the distribution of Equal Access Fund grants. In that report, the commission requests that the Judicial Council approve the distribution of \$950,000 according to the statutory formula set out in the State Budget. For the last six years, the Budget Act authorizing the Equal Access Fund has provided that the Judicial Council must approve the commission's recommendations if the council determines that the awards comply with statutory and other relevant guidelines.

Recommendation

Staff of the Administrative Office of the Courts recommends that the Judicial Council approve the allocation of \$950,000 in Equal Access Fund partnership grants to the State Bar Legal Services Trust Fund Commission for distribution to legal services providers for programs conducted jointly with the courts to provide legal assistance to self-represented litigants as follows:

Bay Area Legal Aid – San Mateo County Domestic Violence Emergency Orders Clinic	\$70,000
Central California Legal Services, Inc. Domestic Violence Rural Access Partnership	45,000
Greater Bakersfield Legal Assistance, Inc. Pro Se Guardianship Project	40,000

Inland Counties Legal Services Banning Civil Legal Access Project – Riverside County Proveste Aunde Legal – San Permeding County	60,000
Proyecto Ayuda Legal – San Bernadino County	65,000
Law Center for Families Alameda County Family Law Cooperative	40,000
Alameda County Family Law Cooperative	40,000
Legal Aid Foundation of Los Angeles	<0.000
Inglewood Self-Help Legal Access Center	68,000
Legal Aid Foundation of Santa Barbara County	
Self-Represented Litigant Resource Center	80,000
Legal Aid of the North Bay	
Legal Self-Help Center of Marin	35,000
Legal Aid Society of Orange County	
Compton Self Help Center	70,000
Legal Aid Society of San Diego	
Conservatorship Clinic at the Probate Court	35,000
Unlawful Detainer Assistance Program	60,000
Legal Services of Northern California	
Shasta Pro Per Project	50,000
Unlawful Detainer Mediation Project	40,000
Los Angeles Center for Law and Justice	
Default Judgment Assistance Project	45,000
Neighborhood Legal Services of Los Angeles County	
Antelope Valley Self-Help Legal Access Center	80,000
Public Counsel	
Pro Per Guardianship Legal Clinics	14,000
San Diego Volunteer Lawyer Program	
Domestic Violence Prevention Project	53,000
TOTAL	\$950,000

Rationale for Recommendation

For the last six years, the state Budget Act has contained a provision for the allotment of \$10 million to an Equal Access Fund "to improve equal access and the fair administration of justice." (Stats. 2004, ch. 208, pp.16–17; Stats. 2003, ch. 157, pp. 11–12; Stats. 2002, ch. 379, pp. 30–31; Stats. 2001, ch. 106, pp. 73–74; Stats. 2000, ch. 52, pp. 78–79; Stats. 1999, ch. 50, pp. 55–56.)

The budget-control language¹ requires the Judicial Council to distribute the Equal Access Fund grants *to* legal services providers *through* the State Bar Legal Services Trust Fund Commission. The Budget Act states that "[t]he Judicial Council shall approve awards made by the commission if the council determines that the awards comply with statutory and other relevant guidelines.... The Judicial Council may establish additional reporting or quality control requirements...." (*Ibid.*)

Under the Budget Act, the Chief Justice appoints one-third of the voting members to the commission—five attorney members and two public members, one of whom is a court administrator. The Chief Justice also appoints three nonvoting judges to the commission—two trial court judges and one appellate justice. Members appointed by the Chief Justice participated actively in the review of the partnership grants.²

The Budget Act provides that 90 percent of the funds should be distributed according to a statutory formula to legal services agencies. This distribution was approved by the council on October 15. The remaining 10 percent of the funds are to be distributed to legal services programs to provide self-help assistance at the courts. The process for choosing the successful legal services programs for these partnership grants is set out in the attached report from the Legal Services Trust Fund Commission.

Distributing the funds to the commission will allow it to carry out the terms of the Budget Act and put the partnership grant funds into the hands of legal services providers who will enter into joint projects with the courts to provide legal assistance to self-represented litigants. The fiscal year for these grants commences January 1, 2005.

Alternative Actions Considered

There are no viable alternatives to distributing the funds according to the recommendations of the Legal Services Trust Fund Commission. The Budget Act requires the council to approve the proposed distribution if it finds that the statutory and other relevant guidelines are met.

¹ The budget-control language is attached at page 11.

² A roster of the Partnership Grants Committee is attached at page 18.

Comments From Interested Parties

The recommendations have been approved by the Legal Services Trust Fund Commission as required by law. The statutory scheme does not contemplate public comment.

Implementation Requirements and Costs

Partnership grants will require the courts that have elected to participate in joint projects with local legal services providers to cooperate in the manner proposed in their grant applications.

AOC staff will work with the staff of the Legal Services Trust Fund Commission to oversee administration of the Equal Access Fund, including fulfillment of requirements for reports on the commission's administration of the fund. Staff will also provide support to the commission (including the one-third of its members appointed by the Chief Justice) to facilitate administration of the Equal Access Fund.

The recommendation contained in this report will have no direct fiscal effect on the courts; nevertheless, the courts will indirectly benefit from assistance provided to self-represented litigants. AOC staff support will be covered by the provision for administrative costs in the Budget Act appropriation.

Attachments



THE STATE BAR OF CALIFORNIA

LEGAL SERVICES TRUST FUND PROGRAM

180 HOWARD STREET, SAN FRANCISCO, CALIFORNIA 94105-1639

Grants

TELEPHONE: (415) 538-2252; FAX: (415) 538-2529

Judy Garlow Director		
(415) 538-2249	DATE:	November 19, 2004
Lorna Choy Sr. Grants Administrator		
(415) 538-2535	TO:	The Judicial Council of California
Denise Teraoka Grants Administrator (415) 538-2545	FROM:	Judith C. Garlow, Director, Legal Services Trust Fund
Daniel Passamaneck Grants Administrator (415) 538-2403		Program
Nan Cramer Administrative Assistant (415) 538-2098	SUBJECT:	Equal Access Fund: Distribution of Sixth Year Equal Access Fund Partnership

Background

The Equal Access Fund was first created by the Budget Act of 1999 and has been renewed in each subsequent Budget Act. Each of these budgets allocated \$10 million to the Judicial Council to be distributed in grants to legal services providers through the Legal Services Trust Fund Commission of the State Bar ("the commission"). The budget control language provides for two kinds of grants:

- Ninety percent of the funds remaining after administrative costs are to be distributed to legal services programs according to a formula set forth in California's Interest on Lawyer Trust Accounts ("IOLTA") statute.
- Ten percent of the funds remaining after administrative costs are set aside for Partnership Grants to legal services programs for "joint projects of courts and legal services programs to make legal assistance available to pro per litigants."

The Budget Act provides that the Judicial Council "shall approve awards made by the commission if the council determines that the awards comply with statutory and other relevant guidelines." (See page 11 for a copy of the pertinent provision of the Budget Act.) The council has already approved distribution of the first ninety percent of the funds for 2004-2005, totaling \$8,550,000. We are now coming to you for approval of the award of the sixth round of Partnership Grants. This report describes the process and criteria the commission has used to select the successful applicants and provides information about the successful proposals, which are listed and described on pages 12-17.

Request for Proposals

In August the commission issued a Request for Proposals (RFP) for this year's \$950,000 in Partnership Grants to all programs currently receiving Legal Services Trust Fund funding. The RFP (attached hereto at pages 25-35 set forth selection criteria and described the selection process.

Selection Criteria

The Budget Act contains four essential elements for Partnership Grants:

- Recipients must be organizations that are eligible for a Legal Services Trust Fund Program grant.
- The funds must be granted for joint projects of legal services programs and courts.
- The services must be for indigent persons as defined in the Trust Fund Program statute.
- The services must be for self-represented litigants.

As previously reported to this council, we began this grant-making process with a discussion among commission members, court staff, legal services program directors, and AOC and commission staff regarding these requirements and exploring other issues expected to arise for those who would be applying for these grants. This group concluded, and the commission concurred, that it was important to give courts and legal services programs considerable latitude to develop effective models to address their particular needs and resources. The commission made a commitment in the RFP for each round of grants to fund a range of projects to address different needs. The proposals that were eventually funded include projects, for example, in both urban and rural areas, in larger and smaller counties, projects that address different areas of law, both new and expansion projects, and so forth.

This commitment was retained in the RFP for this sixth round of grants. The RFP solicited proposals for new projects and also invited programs to apply for refunding, with the caveat that partnership grants are to be considered as "seed money" for new efforts, and projects selected for funding are expected to find alternate sources of funding for a significant part of each project after three years of partnership support. The commission remains committed to providing funding to successful projects for as long as three years, or even longer in some unique cases, but wants also to be able to fund new projects. Consequently we have encouraged programs to identify alternate sources of funding. In these difficult times for fundraising, however, that has been a real challenge for many programs. At the same time, by cutting the size grants to projects returning for a fourth or later year of funding – in some cases by 50% or more – we can also try to wean them from reliance on this funding, and can propose to fund some

brand new projects. Consonant with this funding philosophy, this year several projects that had received Partnership grant funding for several years were not refunded, so as to encourage innovation and expansion in the legal services community.

As in past years, we sought and received proposals that span a wide range of substantive, procedural, technical and programmatic solutions. All were required to include the following:

- A letter of support from the applicable court's presiding judge and the legal services provider's director.
- Agreements between the legal services programs and the courts. As part of the grant process we require recipients to develop a written agreement with the cooperating court indicating how the joint project, the court, and any existing selfhelp center, including the family law facilitator as appropriate, will work together.
- Plans to provide for lawyers to assist and to provide direct supervision of paralegals and other support staff.
- Protocols to minimize conflicts of interest, or to address them as needed, including: what resources are available to individuals who cannot be served for any reason; what would be the relationship between the provider and the pro per litigant; and other similar issues.
- A plan to anticipate and meet the needs of litigants who are not within the legal services provider's service area or are ineligible for their services. While this can be a challenge for organizations with limited funding, a number of applicants have developed collaborations with other legal services providers that facilitate a broad availability of services. These solutions are being studied by the commission for possible applicability to other programs.
- A plan to address the needs of unrepresented litigants who do not meet the financial eligibility requirements (e.g., by providing general information in the form of local information sheets, videos, workshops, etc.). Programs that have achieved success in this field are being closely evaluated so that ideas may be gleaned which might be effective for other programs that have yet to establish an effective referrals protocol.
- A clearly stated policy regarding administration of financial eligibility standards, and established protocols to observe that policy.
- A plan for project continuity, including efforts to identify and secure additional funding within three years.

Because all recipients of the Partnership Grants are organizations that are already receiving IOLTA Grants and IOLTA-Formula Grants through the Legal Services Trust Fund Program, they are subject to requirements for oversight and reporting that are

already in place. The commission has also developed additional reporting requirements and evaluation procedures to apply specifically to the work to be done under these additional grants.

Review and Selection Process

The Partnership Grants Committee of the Legal Services Trust Fund Commission has the responsibility for evaluating the proposals and recommending successful applicants to the full commission. As you know, the chair of the council has appointed one-third of the commission's voting members, plus three non-voting judges. (The judges participate fully – and vote – during committee considerations; they participate fully but do not vote in full commission deliberations.) A list of the committee members is attached at page 18.

Committee members were each assigned primary review responsibility for three or four applications, and were then divided into evaluation "teams" which each worked as a group to review the proposals assigned to the members of each team. Each team also had an assigned staff person available with whom to discuss their recommendations and to do any further necessary follow-up.

Committee members completed an evaluation form (attached at pages 19-24) to ensure that each proposal addressed the basic requirements and that key issues had been discussed with the cooperating court. The form also provided a structure for evaluating how well each proposal met a set of thirteen discretionary criteria that, together, give a broad but accurate picture of program strategy and organization.

After committee members completed their individual reviews, evaluation teams conferred to discuss specific concerns or issues arising in the course of proposal evaluation. The full committee then met on October 29 to select successful proposals and settle upon tentative allocations based on individual and subcommittee evaluations. Staff obtained advice from programs tentatively scheduled to receive significantly less than they'd requested in their proposals, resolving outstanding programmatic questions and ensuring that proposed projects would still be viable under the suggested funding structure. These proposed grants, adjusted by staff pursuant to further investigations conducted after October 29 at the direction of the Partnership Grants Committee, were then presented to the Commission for approval on November 19.

The Commission is satisfied that all grant amounts represent sufficiently substantial investments as to provide meaningful support.

Overview of Applications and Proposed Grants

For the \$950,000 available in grants, the commission received a total of 25 applications, seeking a total of \$1,762,965. Proposals were received for refunding from 14 of the 20

projects funded last year, along with 9 proposals for new projects and two proposals to replicate existing projects in new geographic service areas.

All of the recommended grants involve a collaboration between at least one legal services program and one court. Some are creative partnerships among multiple legal services programs, courts, and local community groups. Several propose to utilize technology to make services more accessible. Most would be located on-site at (or adjacent to) the courthouse, though a few propose satellite locations.

The recommended grants reflect a mix of geographic areas and of program types. All include a high quality of work being performed, high demand for services, and innovative approaches to maximizing the impact of the grant. The commission is requesting your approval for the following grant awards:

BAY AREA LEGAL AID Domestic Violence Emergency Orders Clinic70,0	00
CENTRAL CALIFORNIA LEGAL SERVICES, INC. Domestic Violence Rural Access Partnership	00
GREATER BAKERSFIELD LEGAL ASSISTANCE, INC. Pro Se Guardianship Project40,0	00
INLAND COUNTIES LEGAL SERVICES Banning Civil Legal Access Project	
LAW CENTER FOR FAMILIES Alameda County Family Law Collaborative	00
LEGAL AID FOUNDATION OF LOS ANGELES COUNTY Inglewood Self-Help Legal Access Center	00
LEGAL AID FOUNDATION OF SANTA BARBARA COUNTY Self-Represented Litigant Resource Center	00
LEGAL AID OF THE NORTH BAY Legal Self Help Center of Marin	00
LEGAL AID SOCIETY OF ORANGE COUNTY Compton Self Help Center	00
LEGAL AID SOCIETY OF SAN DIEGO, INC. Conservatorship Clinic at the Probate Court	

LEGAL SERVICES OF NORTHERN CALIFORNIA Shasta Pro Per Project	50,000
Unlawful Detainer Mediation Project	
LOS ANGELES CENTER FOR LAW & JUSTICE Default Judgment Assistance Project	45,000
NEIGHBORHOOD LEGAL SERVICES OF LOS ANGELES COUNTY Antelope Valley Self-Help Legal Access Center	80,000
PUBLIC COUNSEL Pro Per Guardianship Legal Clinics	14,000
SAN DIEGO VOLUNTEER LAWYER PROGRAM Domestic Violence Prevention Project	53,000

Total

\$950,000

Highlights of each of project are listed at pages 12-17. The successful applicants are strong projects that reflect a range of characteristics as described in the RFP and the selection criteria.

Senate Bill No. 1113

CHAPTER 208

[Approved by Governor July 31, 2004. Filed with Secretary of State July 31, 2004.]

Pages 15-17, Ch. 208

0250-101-0001—For local assistance, Judiciary 13,556,000 Schedule:

Item	Amount
(1) 30.10-Child Support Commissioner Program (AB 1058) 43	,122,000
(2) 30.20-California Drug Court Projects	,858,000
(3) 30.30-Federal Child Access and Visitation Grant Program	.800,000
(4) 30.50-Federal Court Improvement Grant Program	700,000
(5) 30.60-Court Appointed Special Advocate (CASA) Program1	,924,000
(6) 30.65-Model Self-Help Program	832,000
(8) 30.80-Federal Grants—Other	775,000
(9) 30.90-Equal Access Fund	,500,000
(10) 30.95-Family Law Information Centers	300,000
(11) Reimbursements44	,980,000
(12) Amount payable from Federal Trust Fund (Item 0250-101-0890) -2	,275,000

Provisions:

1. Notwithstanding any other provision of law, up to \$5,000,000 appropriated in Item 0250-001-0001 may be transferred to Item 0250-101-0001 by the Controller at the request of the Administrative Office of the Courts, to cover any short-term cashflow issues that occur. Any funds transferred shall be repaid from this item to Item 0250-001-0001. The Judicial Council shall notify the Department of Finance and the Joint Legislative Budget Committee when any transfer is made pursuant to this provision, and upon repayment of the transfer.

2. In order to improve equal access and the fair administration of justice, the funds appropriated in Schedule (9) are to be distributed by the Judicial Council through the Legal Services Trust Fund Commission to qualified legal services projects and support centers as defined in Sections 6213 through 6215 of the Business and Professions Code, to be used for legal services in civil matters for indigent persons. The Judicial Council shall approve awards made by the commission if the council determines that the awards comply with statutory and other relevant guidelines. Ten percent of the funds in Schedule (9) shall be for joint projects of courts and legal services programs to make legal assistance available to proper litigants and 90 percent of the funds in Schedule (9) shall be distributed consistent with Sections 6216 through 6223 of the Business and Professions Code. The Judicial Council may establish additional reporting or quality control requirements consistent with Sections 6213 through 6223 of the Business and Professions Code.

3. Notwithstanding any other provision of law, an amount not to exceed the level of the unallocated reduction in Schedule (5) of Item 0250-001-0001, may be transferred from this item in augmentation of item 0250-001-0001 by the Controller at the request of the Administrative Office of the Courts.

PROPOSED 04-05 PARTNERSHIP GRANTS WITH PROGRAM DESCRIPTIONS NOTE: LIST TO BE REVISED FOLLOWING COMMISSION RECOMMENDATIONS

Program LEGAL name		County	New, Refund, New Region	Description	Proposed Award
BAY AREA LEGAL AID	Domestic Violence Emergency Orders Clinic	San Mateo	New	At this project at the San Mateo Courthouse, clinic staff will assist pro per drop-ins who are filing or responding to domestic violence related restraining order applications, assisting people on an individual basis to complete the applications, review pleadings, and draft orders. The project will operate in partnership with a community social services organization for battered women.	\$70,000
CENTRAL CALIFORNIA LEGAL SERVICES, INC.	Domestic Violence Rural Access Partnership	Kings	New	This project increases access for victims of domestic violence for rural residents in Kings County. The project co-locates attorney or paralegal staff at rural shelters and other community-based sites. A strong community education component complements the direct services. Services and facilities are distributed both near the courthouse at the county seat, and in more remote, rural communities where resources are especially scarce.	\$45,000
GREATER BAKERSFIELD LEGAL ASSISTANCE, INC.	Pro Se Guardianship Project	Kern	Renewal	Sited in the Bakersfield Courthouse, a bilingual paralegal supervised by an attorney provides legal information and procedural guidance on the guardianship process to pro per litigants to meet the high and growing demand by grandparents for legal assistance in obtaining guardianships over grandchildren.	\$40,000
INLAND COUNTIES LEGAL SERVICES	Banning Civil Legal Access Project	Riverside	New	This Project will provide services at the Banning Court in Riverside's rural Mid-County Region, an economically depressed area. An attorney with legal secretarial support will staff the project two days per week, providing legal information to all court customers on both sides of a dispute and preparing court documents for indigent pro se users who are unable to understand and complete court forms. ICLS expects most litigants will need help in family law, landlord/tenant, small claims and debt collection.	\$60,000

INLAND COUNTIES LEGAL SERVICES	Proyecto Ayuda Legal	San Bernardino	Renewal	Legal information, forms preparation assistance and referrals are provided to self-represented litigants on family, guardianships and eviction cases, with services aimed at monolingual Spanish/Limited-English speaking persons at the San Bernardino, Rancho Cucamonga and Victorville Courts. The proposed grant will help fund services to an estimated 4,800 to 6,000 consumers annually.	\$65,000
LAW CENTER FOR FAMILIES	Alameda County Family Law Collaborative	Alameda	New	This is a collaborative between the Superior Court of Alameda, the Law Center for Families, the County Bar's Volunteer Legal Services Corporation, and the Legal Language Access Project that will provide a range of family law assistance. Experienced staff and pro bono attorneys will provide intake, assessment, and information regarding the legal process, and assistance filling out forms at Day-of-Court clinics in Oakland and Hayward courts on the self-represented litigant calendar days. Additional follow up services will be offered. Interpreters will be provided from the Legal Language Access Project.	\$40,000
LEGAL AID FOUNDATION OF LOS ANGELES COUNTY	Inglewood Self- Help Legal Access Center	Los Angeles	Renewal	Due to the high number of unrepresented litigants (85-90%) utilizing the Inglewood Courthouse, the Los Angeles County Board of Supervisors has funded a self-help center modeled after the Van Nuys Center run by Neighborhood Legal Services. NLS subcontracts with LAFLA to staff the center, but funds are only sufficient to hire one attorney. Proposed Partnership funding will supplement clinic staff with a paralegal and screener, so that the center can serve an anticipated 30-50 litigants per day. Staff help litigants with any civil problem they bring in; however, the bulk of litigants have been seeking help with landlord-tenant and family law issues, civil harassment TRO's, and filing small claims court claims.	\$68,000

LEGAL AID FOUNDATION OF SANTA BARBARA COUNTY	Self-Represented Litigant Resource Center	Santa Barbara	Renewal	The two Self-Represented Litigant Resource Centers are situated in the law libraries of each of the county courthouses, established to assist self-represented litigants in a wide range of civil legal concerns. Each center is staffed by a supervising attorney, and equipped with computers, books and self-help materials. Volunteers from the legal community, the local law schools and UC Santa Barbara will continue to be key sources of volunteer assistance. Services will be provided free of charge to all qualified residents of Santa Barbara County. Since opening in January 2003 the centers have assisted over 3,100 pro per litigants; this year's grant will hire additional staff so as to provide full-time staffing at both centers.	\$80,000
LEGAL AID OF THE NORTH BAY	Legal Self Help Center of Marin	Marin	Renewal	The Legal Self-Help Center of Marin was launched in 2003 in the new Marin Justice Center, where it plays an integral part, not only in providing a complete array of information services to pro pers, but also in screening users for direct referral to other legal assistance agencies and services throughout the county. With the active leadership of the Marin Superior Court and Legal Aid of the North Bay, Marin's Self Represented Litigant Planning Team has grown to include nearly twenty organizations.	\$35,000
LEGAL AID SOCIETY OF ORANGE COUNTY	Compton Self Help Center	Los Angeles	Renewal	The Compton Self-Help Legal Center operates full-time at the courthouse, housing a variety of user-friendly services that help pro per court users to identify and explore their legal options, fill out and file necessary paperwork, and navigate their way through simple or complex legal processes. For more complex cases and those that are not well-suited to self-representation, the Center will refer clients to Community Legal Services (LAS-OC). Materials will help users identify legal problems, understand legal rights, obtain instructions on how to proceed, and obtain all forms necessary to resolve the issue. Small workshops for income-eligible users will focus on divorce, small claims, and eviction defense.	\$70,000

LEGAL AID SOCIETY OF SAN DIEGO, INC.	Conservatorship Clinic at the Probate Court	San Diego	Renewal	Working together with the Superior Court's Probate Division, this project brings assistance to those seeking to proceed in pro per with conservatorship actions or substitutes for conservatorship. Services will target the physically disabled and non-English speakers. Facilitator-style assistance will be provided to financially eligible participants in the main Probate Court through staff and volunteers who will provide information about conservatorship and alternates to conservatorship; they will also complete court documents and explain court proceedings. Weekly outreach broadens the reach of this project.	\$35,000
LEGAL AID SOCIETY OF SAN DIEGO, INC.	Unlawful Detainer Assistance Program	San Diego	Renewal	This grant renews an ongoing partnership with the Superior Court to provide on-site assistance to the many self- represented litigants in unlawful detainer actions in the East County division, completing paperwork for eligible tenants and informing them of legal processes and related consumer issues. The target community covers some 2,000 square miles that are home to thousands of indigent tenants with no practical access to services offered in the downtown areas. Targeted monthly outreach will heighten awareness of these services in this community.	\$60,000
LEGAL SERVICES OF NORTHERN CALIFORNIA	Shasta Pro Per Project	Shasta, Siskiyou, Trinity	Renewal	This project assists low-income self-represented civil law litigants in three remote counties. Assistance is provided in a clinical format focusing on assisting consumers with state and local civil law requirements and procedures on filing and responding to pleadings, meeting service and notice requirements, and filing and obtaining enforceable orders after hearing. Services are coordinated with those through Senior Advocacy Center, Northern Valley Catholic Social Services and Shasta County Women's Refuge.	\$50,000

LEGAL SERVICES OF NORTHERN CALIFORNIA	Unlawful Detainer Mediation Project	Butte	New	This program would provide mediation services to all eligible litigants in unlawful detainer cases, prior to trial, for cases in the Butte Superior Court. Services would be provided at four Superior Court locations. The respective courts would send out notice to the litigants of both the mediation date (set at least 10 days prior to trial), and trial date and time. Mediation services would be conducted by an attorney-mediator. If the case is resolved, the mediator would file the stipulation with the appropriate court.	\$40,000
LOS ANGELES CENTER FOR LAW & JUSTICE	Default Judgment Assistance Project	Los Angeles	New	This project will assist self-represented litigants in the Family Law Division who have deficiencies in their default judgment papers. Default court staff will refer these litigants to the project where staff will assist them correct their deficiencies and help them secure a final judgment in their family law cases.	\$45,000
NEIGHBORHOOD LEGAL SERVICES OF LOS ANGELES COUNTY	Antelope Valley Self-Help Legal Access Center	Los Angeles	Renewal	The Antelope Valley Center is a partnership between the court, the bar, legal services and educational institutions. NLS has replicated the operational model developed at their Van Nuys Courthouse clinic, assisting low-income community members with family law, housing issues and general civil matters. Services include one-on-one assistance, workshops and self-help materials. Increased funding over last year's grant is earmarked toward increasing the hours of operations for the Center from two to three days per week, with an estimated 30 to 40 litigants to be assisted each day.	\$80,000

PUBLIC COUNSEL	Pro Per Guardianship Legal Clinics Program	Los Angeles	Renewal	In collaboration with the Los Angeles County Superior Court and the Los Angeles County Bar Association, Public Counsel will continue to operate pro per legal clinics at Courts throughout Los Angeles County to assist at least 1500 unrepresented litigants with guardianships and other related issues. Public Counsel uses pro bono attorneys and a user- friendly guide to assist pro per litigants with guardianship proceedings, including forms, filing, notice requirements, and advice on appearing in court. On-site computer technology is provided to assist litigants with completing the applicable forms (in English or Spanish).	\$14,000
SAN DIEGO VOLUNTEER LAWYER PROGRAM	Domestic Violence Prevention Project	San Diego	Renewal	The Domestic Violence Prevention Project is a collaboration with the San Diego Superior Court to assist domestic violence victims in obtaining legal protection and referrals for counseling, shelter, support and ongoing legal services as appropriate. The project runs clinics at which staff and volunteers provide legal advice and assistance to victims in completing the domestic violence restraining order application which they will file in pro per. Services are offered to as many as 4,000 victims annually at the court's Madge Bradley Building in central San Diego and at its North and East County Regional Center.	
TOTAL:					\$950,000.00

LEGAL SERVICES TRUST FUND COMMISSION PARTNERSHIP GRANTS COMMITTEE 2004-2005

Hon. Maria Rivera, Chair*

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*Members appointed by the Chair of the Judicial Council.

EVALUATION FORM - PARTNERSHIP GRANTS

NAME OF APPLICANT:

COUNTY(IES):

NAME OF EVALUATOR:

DATE:

TYPE OF PROJECT (Check all that apply):

- _____ FAMILY LAW
- _____ GUARDIANSHIP
- _____ LANDLORD/TENANT
- _____ OTHER:

BASIC REQUIREMENTS:

Yes	No	
		Legal services trust fund program recipient.
		Joint court/legal services project located at or near the courthouse.
		Indigent clients/screening mechanism described.
		Self-represented litigants (no court appearances anticipated with these funds). State court.

DISCRETIONARY CRITERIA

For the following criteria, please rank on a scale of 1 to 5, with 1 being inadequate, 3 being adequate, and 5 being an outstanding response. The relevant Section in applicant's Project Narrative is listed below. **Evaluate the responses based on experience and performance to date as well as plans for the future. Applicants should describe any changes they intend to make in the project, but should not include changes that would require additional Partnership Grant funds.**

PROGRAM'S QUALIFICATIONS (Section 1) Adequate expertise? Experience

operating pro per projects? Success in this project so far?

NEEDS ASSESSMENT/GOALS AND OBJECTIVES (Sections 2,3) Clearly meeting an unmet client need? Services needed on an ongoing basis? Rationale for project design? Clear goals? Adequate involvement of others in goal setting?

TYPES OF SERVICES/RESOURCES (Section 4) Clear description of services? Proposed changes adequately explained? Resources described?

____ FINANCIAL ELIGIBILITY AND SUBJECT MATTER SCREENING (Sections 5) Adequate systems to verify income eligibility? Subject matter?

CONFLICT CHECKING/RELATIONSHIP WITH LITIGANT (Section 6) Clear communication about whether an attorney-client relationship is established? Adequate methods for checking conflicts? Complete explanation why limiting services to one side? Letter from Presiding Judge reflecting his/her clear understanding of the implications of serving only one side?

REFERRAL PROTOCOLS (Section 7) Clear description of procedures, protocols ensuring meaningful referrals? Commitments, arrangements agreed to by other entities? Conflict panel? Other info or materials provided to ineligible litigants?

STAFF, TRAINING AND SUPERVISION (Section 8) Adequate plans for training and supervision, especially if supervisor is not on-site?

SITE AND ACCESSIBLITY/TECHNOLOGY AND EQUIPMENT (Sections 9 and 10) Adequate site? Adequate equipment, including technology? Services physically accessible, culturally competent, bilingual, etc.? Plans to overcome distance barriers?

EVALUATION (Section 11) Clear description of evaluation systems and successful evaluations. Plans for changes and improvements as needed? Input from both the program and the court available?

TIMETABLE. (Sections12) Proposed timetable? Quarterly plans?

CONTINUITY AND OTHER FUNDING AND SUPPORT. (Section 13) Complete and clear plans for and/or success in leveraging Partnership Grant funds to obtain other funding? Inclusion of program's own operating revenue? List of additional funds and amounts provided? Description of extraordinary circumstances, challenges limiting fundraising success? COLLABORATIVE PLANNING WITH PARTNERS AND THE COURTS (Sections 14 and15) Adequately address collaboration with cooperating court (and with Family Law Facilitator, if applicable) and other service providers? Describes plans to avoid confusion for pro per users of services?

CLEAR ABILITY TO PERFORM HIGH QUALITY WORK ON ONGOING BASIS (from overall narrative)

TOTAL NUMBER OF POINTS:

CHECKLIST OF ISSUES ADDRESSED WITH COOPERATING COURT:

- ____Assurance of Court's impartiality and independence.
- _____ Ongoing coordination.
- Clear distinction between parts of delivery system.
- _____ Services provided, information and referrals.
- _____ Security.
- Location/hours.
- _____Equipment/supplies.
- ____Shared space.
- Project continuity.
- ____Evaluation.

OVERALL COMMENTS:

SUGGESTED GRANT CONDITION(S):

MORE INFORMATION READER WOULD LIKE:

EVALUATION FORM - PARTNERSHIP GRANTS

For Staff ONLY: CHECKLIST FOR FORMS AND ATTACHMENTS

- _____Assurances signed
- Support letter submitted from presiding judge including court's understanding of all the implications presented serving one side/party.
- ____ Complete budget.
- Budget attached for existing project, if any.
- Complete budget narrative, matches project narrative.
 - Comments:

_____ Grant level requested seems reasonable for project. Comments:



Judy Garlow Director (415) 538-2249 Lorna Choy

Grants Administrator (415) 538-2403

Administrative Assistant

Christine Wong Senior Accountan (415) 538-2542

Nan Cramer

(415) 538-2098

THE STATE BAR OF CALIFORNIA

180 HOWARD STREET, SAN FRANCISCO, CALIFORNIA 94105-1639

TELEPHONE: (415) 538-2252; FAX: (415) 538-2529

Judy Garlow Director (415) 538-2249	TO:	Executive Directors
Lorna Choy <i>Sr. Grants Administrator</i> (415) 538-2535	FROM:	Judy Garlow, Director, Legal Services Trust Fund Program
Denise Teraoka <i>Grants Administrator</i> (415) 538-2545	DATE:	August 11, 2004
Daniel Passamaneck		

SUBJECT: REQUEST FOR PROPOSAL: 2005 PARTNERSHIP GRANTS COMPONENT OF EQUAL ACCESS FUND

We are pleased to issue this Request for Proposal (RFP) for the sixth grant period of Partnership Grants, for calendar year 2005. The enclosed RFP is for both current recipients of partnership grants applying for refunding and new applicants.

Submit an original and five copies (6 total) of the proposal. Proposals must be received by Monday, September 20, 2004. Faxes and e-mail submissions will not be accepted. Mail or deliver proposals to:

Judy Garlow, Director **Legal Services Trust Fund Program State Bar of California 180 Howard Street** San Francisco, CA 94105-1639

The enclosed 2005 Partnership Grants RFP Package includes three sections:

- Background Information, Process and Criteria (pages 1-3).
- Instructions (pages 4-10).
- Forms (following page 14).

You will soon find the electronic version of this package at the address: www.calbar.ca.gov/ioltaapplicationmaterials. For questions, contact this office by email at trustfundprogram@calbar.ca.gov, or call a grants administrator:

Daniel Passamaneck	(415) 538-2403
Denise Teraoka	(415) 538-2545
Lorna Choy	(415) 538-2535

You may also contact Bonnie Hough at the Administrative Office of the Courts, at (415) 865-7668.

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THE LEGAL SERVICES TRUST FUND COMMISSION EQUAL ACCESS FUND - PARTNERSHIP GRANTS

REQUEST FOR PROPOSAL for 2005 GRANTS

FOR ALL APPLICANTS

BACKGROUND INFORMATION, PROCESS AND CRITERIA

* * * * * * * * *

BACKGROUND INFORMATION

The State Budget Act allocates funds to the Equal Access Fund "to improve equal access and the fair administration of justice." The Fund is given to the Judicial Council to be distributed through the State Bar's Legal Services Trust Fund Program. A total of \$950,000 is available to legal services programs as Partnership Grants "for joint projects of courts and legal services programs to make legal assistance available to pro per litigants."

The distribution of Partnership Grants is completely different from other Trust Fund Program grants. The Commission and the Judicial Council have complete discretion and flexibility to distribute the funds in the way they deem most appropriate. This is a competitive grant process.

Once grant decisions have been made and approved by the Judicial Council, they will be final. There is no appeals process.

TIMING AND GRANT PERIOD

Partnership Grant proposals must be received by the Legal Services Trust Fund Commission by **Monday, September 20, 2004**. The selection process will be concluded in December. Grants will be awarded for a one-year period, commencing January 1, 2005.

GRANT SIZE

Most grants will be awarded in the range of \$30,000 to \$80,000. The commission will notify the applicant of a proposed grant amount and request feedback if that amount varies significantly from the proposal.

SEED MONEY/FUTURE FUNDING

Applicants **must** describe plans for obtaining future funding from other sources for these projects after three years of funding. The grants are "seed money" to help start projects that must eventually be funded from general operating revenue or other sources.

ELIGIBILITY REQUIREMENTS FOR PARTNERSHIP GRANTS

To be eligible to receive a Partnership Grant, there are four basic requirements:

- 1. Qualified Legal Services Projects and Qualified Support Centers. Applicant must be a current recipient of Legal Services Trust Fund Program grants.
- 2. Joint Court/Legal Services Program Projects. Proposals must be for joint projects of courts and legal services programs, preferably at or near the courthouse.
- **3. Indigent.** Recipients of services funded by the grant must be income-eligible, under Business & Professions Code § 6213(d).
- 4. Self-Represented Civil Litigants in State Court. Use of these funds is restricted to providing assistance to litigants who continue without the assistance of counsel, and cannot be used to make court appearances for users of the self-help project.

SELECTION CRITERIA FOR PARTNERSHIP GRANTS

The commission will consider the extent to which project planners have thoroughly addressed all the issues identified in this RFP. The intention is to fund a range of proposals around the state, with a variety of client constituents and legal problems. In particular the commission will consider how effectively the proposal addresses these issues:

- 1. Collaboration with Cooperating Court. This must be a joint project with the court. The commission will consider the extent to which the applicant has collaborated, and plans for future collaboration, with the cooperating court regarding access for self-represented litigants.
- 2. Collaboration with Court-Based Services. The commission will consider the extent to which the applicant has collaborated, and plans for future collaboration, with other court-based services, including the Family Law Facilitator, and other offices of the cooperating court.
- **3.** Court's Impartiality. The commission will evaluate all proposals to determine their ability to protect the court's independence and impartiality. If the project intends to serve only one side of a matter/case, (e.g. only tenants, or only petitioners), the commission requires that the applicant sufficiently explore all the implications of this decision with the court, and identify alternate legal resources that can provide assistance to the other parties.
- **4. Conflict of Interest.** If a project establishes an attorney client relationship with the litigants, the commission will evaluate the availability of meaningful referrals to individuals who are not eligible to use the services because they present a conflict of interest for the project.
- **5. Information and Referrals.** The commission will consider how the project will provide information and referrals to litigants who are not eligible to use the services for any reason.
- 6. Additional Support. The commission will consider the applicant=s diligence in pursuing other support for the project, including leveraging the Equal Access Fund Grant, toward the continuation of the project in anticipation of reduction or elimination of the applicant=s Partnership Grant after three years of funding. It will take into account other funds or support actually contributed such as commitments of the program=s general operating revenue, recruitment of pro bono volunteers and in-kind support.
- 7. Evaluation. The commission will consider the quality and effectiveness of the project's self-evaluation process. All applicants must incorporate evaluation into their partnership project; a total of two summary reports and a complete evaluation will be required from each program.

THE LEGAL SERVICES TRUST FUND COMMISSION

EQUAL ACCESS FUND - PARTNERSHIP GRANTS

2005 REQUEST FOR PROPOSAL

FOR ALL APPLICANTS

INSTRUCTIONS

* * * * * * * * *

Proposals will consist of the following components:

- A. One-page Project Abstract (using attached form)
- B. Ten-page Project Narrative (using attached form)
- C. Assurances for Partnership Grants (using attached form)
- D. Indication of Support from Cooperating Court
- E. Project Budget (using attached form)
- F. Budget Narrative (using attached form)

Submit an original and five copies (6 total) of the proposal. Proposals must be received by Monday, September 20, 2004. Faxes and e-mail submissions will not be accepted. Mail or deliver proposals to:

Judy Garlow, Director Legal Services Trust Fund Program State Bar of California 180 Howard Street San Francisco, CA 94105-1639

FORM A. PROJECT ABSTRACT

Use the one-page form to provide contact information and indicate the amount requested. The summary description, standing alone, must fairly and accurately summarize the proposed project; it will be used to identify and describe the project to others.

FORM B. PROJECT NARRATIVE

The Project Narrative should be in the following format, using exactly the numbers and titles as set forth below. Each question must be answered in the narrative. The proposal should be self-contained; do not refer the reader to any prior applications, proposals or other documents.

The Project Narrative can be up to ten pages in length, single-spaced printed in fonts no smaller than 12 points. Pages should be numbered. The ten-page limit does not include the project abstract, project budget, budget narrative, assurances, or the letter of support from the court.

For applicants for refunding: Respond to the questions based on your organization's experience to date with your organization's partnership grant project. Describe any changes you intend to make.

1. **Program's Qualifications**

Provide a brief overview of the program's qualifications, including experience providing assistance to self-represented litigants and the expertise of staff members who are responsible for the project.

2. Needs Assessment

Describe the methods used to select the subject matter and services to be offered by the project, including a clear rationale for the decision. Describe the demographics of the client community and the geographic area served by the project. Include information about the lack of other legal resources and any other special factors. Explain why the target population is in particular need of services on an ongoing basis.

3. Goals and Objectives

Describe the project's goals and objectives and whether they may change for this funding cycle. Discuss the involvement of other collaborative partners in the setting of the goals and objectives. Include quantitative goals and estimates of the actual number of litigants to be served. Highlight the outcomes to be achieved for users of the project.

4. Type of Services and Resources Available

Describe the subject areas to be covered and types of services to be offered. Applicants for refunding must describe any changes envisioned for the proposed continuation of the project and the reasons for the proposed change. Describe the specific kinds of cases you expect to see and how services will be delivered to users of the project.

Describe written materials, audio-visual resources, and/or computer stations currently existing and available to users of the project, and describe any new resources to be developed, including who will be responsible for preparing those materials or other resources. Will resources be available in multiple languages?

5. Financial Eligibility and Subject Matter Screening

Describe how you will verify income eligibility, and the method you will use to screen for subject matter eligibility.

6. Conflicts/Serving Both Sides/Attorney-Client Relationship

- **a.** If the project expects to establish an attorney-client relationship with any users of its services, describe the method you will use for checking for conflicts when appropriate. Will you have on-line access to the program's database, or is some other method being used to check for conflicts? Describe any conflicts panel you have established or plan to establish, the referral protocols used, and the commitments made by the entities to which litigants will be referred.
- **b.** If the project will serve only one party or side of a matter, explain why the project will limit its services in this way. The applicant **must** demonstrate that it has explored all of the implications of this decision to serve one side with the court and has addressed any risk of an appearance of impropriety on the court's part. In the letter from the presiding judge, it must be clear that the court understands the implications and agrees with the program=s decision to serve one side. Describe all steps taken to ensure that the interests of the opposing parties have been considered. List all persons/offices with which you have communicated that provide services in the courthouse, or in this area of law (e.g., public defender's office, association of landlords' attorneys.
- **c.** If the project does not expect to establish an attorney-client relationship with users of the services, what methods will be used to make the client aware of any limitations on the scope of services provided? What methods will be used to ensure that users understand when there is not an attorney-client relationship being established?

7. Referral Protocols

Describe:

- **a.** Referral information that is being or will be provided to ineligible litigants. How will you make *meaningful* referrals for those who are not income or subject matter eligible, outside the service area, or present a conflict of interest?
- **b.** The commitments made by the entities to which litigants will be referred. What arrangements have been made to expedite the referral process and to guarantee effective referrals?
- **c.** The procedures and protocols used to ensure referred persons are being assisted in a *meaningful* manner at said entities.
- **d.** How you will otherwise address the needs of unrepresented litigants who do not meet the financial eligibility requirements, are screened out for subject matter or service area, or pose a conflict. For example, will general information in the form of information sheets, videos or other information be available to those who are referred elsewhere?

8. Staffing, Training and Supervision

Describe the staffing for the project. If you expect to use volunteers, describe the number of volunteers involved and whether there is a pro bono commitment in place for this project. How will staff and volunteers be trained? Who will be responsible for supervision? If the supervisor will not be on-site, describe the steps taken to assure adequate supervision.

9. Technology and Equipment

Describe the equipment that is or will be available for the staff and volunteers of the project, including telephones, copiers, and computers; describe how those facilities are or will be incorporated into the project's functioning. If the equipment is or will be shared with other agencies, describe the ways that usage is or will be coordinated. Also describe any equipment that you now make, or plan to make available directly to users of the project. What data base systems and web-based legal resources will you utilize?

10. Site and Accessibility

Include information about the location or planned location for the project, including its accessibility. What arrangements are made to address language barriers and ensure that the services are culturally competent? If the project is not located at the courthouse, explain how you help ensure that litigants follow up with the assistance received and otherwise overcome the distance barrier.

11. Evaluation

Regular submission of evaluation reports is a condition of funding. Describe how you will evaluate the project, and any additional procedures you intend to implement to ensure and document that program goals are being met. [Refer to "Reporting Requirements and Evaluation Methodology for Partnership Grant Recipients," at <u>www.pic.org</u>, for a further discussion of required evaluation procedures.]

12. Timetable

Describe the proposed timetable for 2005, including the plans for each quarter of the grant year.

13. Project Continuity

Applicants **must** describe plans for obtaining future funding from other sources for these projects. For new applicants, describe efforts, in place or planned, to continue the project. Include fundraising efforts, commitments of future funding, etc. Applicants should have plans to obtain other funding for 50% to 100% of their project's costs after three years of Partnership Grant funding.

For projects that have been funded for three years or more, explain the reasons for requiring continued Partnership Grant funding. Indicate how much of the program's own general operating revenues have been committed to the project. Describe how you have specifically sought to leverage the funds, indicating all

funding sources that you have approached and the amounts actually raised for 2005. If other funding or support was not obtained, explain the reasons why you were not able to garner this support.

14. Collaborative Partners

Provide information about others with whom you plan to or now collaborate, as well as any other in-kind support for the project. Describe the current and planned collaboration with other local legal services programs, the Family Law Facilitator, Family Law Information Center, any other self-help project in the community, the Clerk of the Court, and other offices of the cooperating court. Describe how any ongoing collaboration is working, what modifications are envisioned, what steps are being taken to help litigants avoid confusion about the different services available, and to minimize duplication of effort. If a subgrant of part of any Partnership Grant is envisioned, describe the proposed plans in detail for that subgranting arrangement.

15. Collaborative Planning with the Courts

Provide information about the court that has jointly agreed to sponsor this project, including the history of collaboration between the court and the applicant. Describe the general areas of responsibility that the court has agreed to assume, and those that will remain the responsibility of the applicant. Existing projects should attach a copy of their written agreements with the court and identify any areas that will be the subject of revisions.

The commission requires that applicants address the following issues with the cooperating court. The agreement must be in writing before any grant funds are released.

- a. Assurance of the Court's Impartiality and Independence If the project proposes to provide services for one party or side of a matter, the Court must indicate its agreement and understanding of the implications of this decision in the letter of support. Describe the discussions that have occurred to arrive at that decision and describe the contents of that understanding.
- **b.** Ongoing Coordination You must arrange for ongoing, quarterly meetings with court personnel to discuss collaboration issues as they arise. Coordination must include the Family Law Facilitator, Family Law Information Center and all other self-help service providers in the court system, whether or not they provide assistance to the same litigants the project serves.
- **c.** Clear Distinction Between Parts of Delivery System There must be plans that identify existing services available for self-represented litigants, and clarify how the partnership grant project differs. How will users of the

services distinguish between the court's neutral role and the various projects based at the courthouse?

- **d.** Services Provided, Information and Referrals There should be clear agreement about the types of legal issues covered, resources available, and level of service provided to users of the services, as well as clear protocols regarding information and referrals available for persons ineligible for services.
- e. Logistics There must be plans for:
 - **Security** adequate security available for staff, volunteers, and users of the project. Who will provide that security?
 - **Location/Hours** information regarding where the services will be provided, and what times they will be available.
 - **Equipment/Supplies** determining who will provide for equipment and supplies. If the equipment is to be shared with other offices, what, if any, limitations will there be on their use and what, if any, reimbursement will be required.
 - Shared Space plans for addressing all issues that may arise if more than one project is sharing space and equipment at the court.
- **f. Project Continuity** discussion between the legal services program and the court regarding the ongoing nature of the proposed project, including whether and how the project can be continued following this grant year.
- **g.** Evaluation –ongoing integral evaluation that gathers, manages and incorporates input from both the legal service program and the court during and after the grant year to ascertain ways to improve the services.

FORM C. ASSURANCES FOR PARTNERSHIP GRANTS

Have appropriate signatures provided for the Assurances.

FORM D. INDICATION OF SUPPORT FROM COOPERATING COURT

Attach a letter of support signed by the Presiding Judge of the Court agreeing to cooperate on the proposed project.

FORM E. PROJECT BUDGET

Use the attached Budget form to provide an estimated project budget, including the amount requested for the upcoming funding cycle of Partnership Grants (Column 1),

other Trust Fund funds that the program will commit to the project (Column 2), and other Non-Trust Fund funds (Column 3).

FORM F. BUDGET NARRATIVE

Using the attached Budget Narrative form, provide an explanation for each line item in the project budget, and explain the costs that would be covered by a Partnership Grant, any portion that would be covered by other funds, if applicable, and whether any expenses will be covered by the Cooperating Court.

1. Explanation of Form E

Explain how you arrived at the amounts on each line of Form E. In your response, list each number and line item before the explanation.

2. Contribution of Cooperating Court

Provide a narrative description of the types of expenses and/or in-kind support to be provided by the cooperating court, including the exact amounts, if known. Also include expenses to be paid or in-kind services to be provided by any other collaborating partner.

3. Existing Project Expenses

If this proposal concerns the expansion of a pre-existing project, describe the expenses associated with the pre-existing project and include the current budget for the part of the project funded by funds other than Partnership Grant funds. If these other funds are Trust Fund monies, indicate whether they are IOLTA or EAF (IOLTA-formula) monies; and, if both, the proportions of each.

Expense Categories. Descriptions of expenses to be included in the Project Budget, Form C, and Budget Narrative, Form D, are the same as those utilized for all other IOLTA budgeting purposes.