

LEGISLATIVE SUMMARY SHEET

Tracking No. 0011-21

**DATE:** January 15, 2021

**TITLE OF RESOLUTION:** AN ACT RELATING TO BUDGET AND FINANCE COMMITTEE, LAW AND ORDER COMMITTEE AND NAABIK'ÍYÁTI' COMMITTEE AND NAVAJO NATION COUNCIL; ESTABLISHING THE NAVAJO NATION HASHKÉÉJÍ NAHAT'Á BÉESO BÁ HOOGHAN BY AMENDING TITLE TWELVE OF THE NAVAJO NATION CODE; DIRECTING THAT THE AWARD RECEIVED THROUGH *NAVAJO NATION V. DEPARTMENT OF INTERIOR*, NO. 14-cv-1909 (TSC), BE DEPOSITED IN THE HASHKÉÉJÍ NAHAT'Á BÉESO BÁ HOOGHAN AFTER REINBURSEMENT OF LITIGATION COSTS; DIRECTING THAT THE PROCEEDS FROM FUTURE LITIGATIONS RELATED TO THE JUDICIAL BRANCH'S P.L. 93-638 CONTRACTS OR ANNUAL FUNDING AGREEMENTS BE DEPOSITED IN THE HASHKÉÉJÍ NAHAT'Á BÉESO BÁ HOOGHAN; ESTABLISHING THAT THE FIXED COST LITIGATION ACCOUNT SHALL BE REIMBURSED FOR LITIGATION COSTS

**PURPOSE:** This resolution, if approved, will establish a fund (Hashkééjí Nahat'á Béeso Bá Hooghan) for the benefit of the Judicial Branch from the proceeds of *Navajo Nation v.. Department of Interior*, No. 14-cv-1909 (TSC), and reimburse the Fixed Cost Litigation Account for the costs of the litigation.

**This written summary does not address recommended amendments as may be provided by the standing committee. The Office of Legislative Counsel requests each committee member to review the proposed resolution in detail.**


5-DAY BILL HOLD PERIOD: Johnson  
Website Posting Time/Date: 5:20pm 01/21/21  
Posting End Date: 01-26-21  
Eligible for Action: 01-27-21

Budget & Finance Committee  
Thence  
Law & Order Committee  
Thence  
Naabik'iyáti Committee  
Thence  
Navajo Nation Council

PROPOSED NAVAJO NATION COUNCIL RESOLUTION

24<sup>th</sup> NAVAJO NATION COUNCIL – Third Year, 2021

INTRODUCED BY



(Prime Sponsor)

TRACKING NO. 0011-21

AN ACT

RELATING TO BUDGET AND FINANCE COMMITTEE, LAW AND ORDER  
COMMITTEE AND NAABIK'ÍYÁTI' COMMITTEE AND NAVAJO NATION  
COUNCIL; ESTABLISHING THE NAVAJO NATION HASHKÉÉJÍ NAHAT'Á  
BÉESO BÁ HOOGHAN BY AMENDING TITLE TWELVE OF THE NAVAJO  
NATION CODE; DIRECTING THAT THE AWARD RECEIVED THROUGH  
*NAVAJO NATION V. DEPARTMENT OF INTERIOR*, NO. 14-cv-1909 (TSC), BE  
DEPOSITED IN THE HASHKÉÉJÍ NAHAT'Á BÉESO BÁ HOOGHAN AFTER  
REINBURSEMENT OF LITIGATION COSTS; DIRECTING THAT THE PROCEEDS  
FROM FUTURE LITIGATIONS RELATED TO THE JUDICIAL BRANCH'S P.L. 93-  
638 CONTRACTS OR ANNUAL FUNDING AGREEMENTS BE DEPOSITED IN  
THE HASHKÉÉJÍ NAHAT'Á BÉESO BÁ HOOGHAN; ESTABLISHING THAT THE  
FIXED COST LITIGATION ACCOUNT SHALL BE REIMBURSED FOR  
LITIGATION COSTS

**BE IT ENACTED:**

**SECTION ONE. AUTHORITY**

A. The Navajo Nation Council is the governing body of the Navajo Nation and  
empowered to enact positive law of the Navajo Nation. 2 N.N.C. §§ 102 (A) and  
164 (A).

- 1 B. The Naabik'iyati' Committee of the Navajo Nation Council is empowered to review  
2 all proposed legislation which requires final action by the Navajo Nation Council.  
3 2 N.N.C. §164 (A)(9).
- 4 C. The Budget and Finance Committee of the Navajo Nation Council is empowered  
5 to review and recommend to the Navajo Nation Council the budgeting,  
6 appropriation, investment, and management of all funds. 2 N.N.C. § 301 (B)(2).
- 7 D. The Law and Order Committee of the Navajo Nation Council is empowered to  
8 provide oversight over the Judicial Branch of the Navajo Nation and the Navajo  
9 Nation Department of Justice. 2 N.N.C. §§ 601 (C)(1) and (2).

## 11 **SECTION TWO. FINDINGS**

- 12 A. In the 1950s, the Navajo Nation shifted from a federal Court of Indian Offenses  
13 court system to a tribal court system due to Congress enacting Public Law 83-280  
14 which granted certain states criminal jurisdiction over Indians on reservations and  
15 allowed civil litigation that had come under tribal or federal court jurisdiction to be  
16 handled by state courts. N.N.C. Resolution No. CO-69-58.
- 17 B. Since its inception, the independence and strength of the Navajo Nation Judicial  
18 Branch has been a cornerstone for protecting the sovereignty of the Navajo Nation.  
19 N.N.C. Resolution No. CD-94-85.
- 20 C. The Navajo Nation Council has consistently sought to ensure Navajo tradition and  
21 Diné Fundamental Law as foundational to the Diné jurisprudence practiced in the  
22 Navajo Nation Judicial Branch. CD-94-85. Diné Fundamental Law is embodied in  
23 statutes and the Courts of the Navajo Nation are required to implement the  
24 principles and practice of Diné Fundamental Law. Diné Fundamental Law  
25 distinguishes Navajo jurisprudence from Anglo-American jurisprudence because  
26 Diné Fundamental Law embodies Diné customs, traditions, values, and beliefs.
- 27 D. The Navajo Nation Council, for decades, has sought to ensure the independence of  
28 the Courts of the Navajo Nation. The Judiciary Committee, in recommending  
29 judicial reform in 1985, stated that the Navajo Nation Courts have “an inherent  
30 right to the financial support needed to carry out their duties...and the Judicial

1 Branch is a separate branch of government and in its duty to operate efficiently and  
2 economically must be able to make day-to-day decisions regarding operating costs  
3 and expenditures with a minimum of interference and delay.” Judiciary Committee  
4 (attachment to CD-94-85).

5 E. In 1982, the Navajo Peacemaker Court was created by Navajo judges through vote  
6 of the Judicial Conference. The Navajo judges wanted to find an alternative to  
7 Anglo-American judicial methods that had roots in Diné Fundamental Law and that  
8 incorporated Diné wisdom, methods, and customs in resolving disputes. At the  
9 time, the Peacemaking Court did not properly reflect Diné traditions because  
10 standard court procedures, rules, and practices were applied to the Peacemaking  
11 process which made the process strongly resemble Anglo-American dispute  
12 resolution methods rather than Diné traditions and culture.

13 F. In early 2000, the Peacemaking Court was renamed, rules were replaced with  
14 Guidelines, and the traditional Diné Fundamental Law principles and practices  
15 were better reflected in the Courts and in Peacemaking.

16 G. The Judicial Branch continues to implement Title 1 of the Navajo Nation Code,  
17 Diné Bi Beenahaz'áanii, and recognize Diné jurisprudence and Fundamental Law  
18 as foundational to the entire branch and the interworking of the Courts, the  
19 Peacemaking Program, and the Probation and Parole Program.

20 H. In 1975, Congress enacted the Indian Self-Determination and Education Assistance  
21 Act (ISDEAA), 25 U.S.C. §§ 5301 *et seq.* (P.L. 93-638, As Amended), to assist  
22 Indian tribes in assuming responsibility for federal government programs. In 2012,  
23 the Bureau of Indian Affairs (BIA) and the Navajo Nation Judicial Branch entered  
24 into a five (5) year self-determination contract (aka “638 contract”) pursuant to the  
25 ISDEAA whereby the BIA funded the Judicial Branch’s provision of federal  
26 government programs. This included ensuring that Diné jurisprudence was  
27 reflected throughout the Judicial Branch.

28 I. Judicial Branch leadership and staff have worked tirelessly for years to illuminate  
29 the grave underfunding of the Navajo Nation judicial system by the federal  
30 government, particularly the BIA. The Judicial Branch timely submitted a proposed

1 annual funding agreement for Calendar Year 2014 in the amount of \$17,055,517 to  
2 the BIA on October 3, 2013 for its federal self-determination contract. The BIA,  
3 however, failed to respond to the Judicial Branch's proposal as statutorily required  
4 and attempted to partially decline the funding amount.

5 J. In 2014, the Chief Justice of the Navajo Nation requested the Navajo Nation  
6 Attorney General and Department of Justice (NNDOJ) to file a lawsuit against the  
7 U.S. Department of Interior (DOI) and Bureau of Indian Affairs (BIA) for violating  
8 the ISDEAA. The Attorney General subsequently filed suit against the DOI and  
9 other federal government programs on behalf of the Navajo Nation contending that  
10 the BIA failed to approve or decline the Calendar Year 2014 annual funding  
11 agreement within the statutorily mandated ninety (90) day window and thus, the  
12 BIA had to deem the annual funding agreement approved as a matter of law. The  
13 lawsuit was titled *Navajo Nation v. Department of Interior, et al.*, No. 14-cv-1909  
14 (TSC)

15 K. On April 4, 2017, the U.S. Court of Appeals for the District of Columbia ruled in  
16 favor of the Navajo Nation and the Judicial Branch. On June 12, 2020, the U.S.  
17 District Court for the District of Columbia ruled in favor of the Navajo Nation and  
18 the Judicial Branch and awarded the Navajo Nation \$15.7 million. The federal  
19 government did not appeal the decision and the final award in the amount of  
20 \$18,279,923.32, attached as **Exhibit A**, includes statutory interest to the date of the  
21 award.

22 L. NNDOJ expended Fixed Cost Litigation Account funds to litigate against the DOI  
23 and other federal government agencies on behalf of the Judicial Branch. **Exhibit B**  
24 [Marked as "confidential" by the Navajo Nation Attorney General pursuant to 2  
25 N.N.C. § 164 (A)(6).]

26 M. Through its leadership, the Judicial Branch, with the assistance of NNDOJ,  
27 continues to fight to increase the federal self-determination contract to a level of  
28 funding that reflects the federally contracted work that the Judicial Branch  
29 performs. For years, the Judicial Branch has argued that the underfunding by the  
30 BIA of its federal self-determination contract has created a void of available

1 services to Navajo people. The Judicial Branch has consistently maintained that  
2 the \$17,055,517 originally requested for Calendar Year 2014 was based upon the  
3 actual fiscal needs of the Judicial Branch to provide the federally contracted  
4 services on an annual basis.

5 N. The Navajo Nation recognizes that this initial lawsuit turned on the failure of the  
6 BIA to respond to the Judicial Branch as required by federal statute and continues  
7 to fight to that ensure that the Judicial Branch federal self-determination contracts  
8 are fully funded.

9 O. The Navajo Nation recognizes the substantial needs of the Judicial Branch to be  
10 fully funded to continue developing one of the most complex indigenous judicial  
11 systems throughout the world that fully contemplates Diné jurisprudence and Diné  
12 Bi Beenahaz'áanii. Navajo Nation sovereignty demands a comprehensive system  
13 that fully integrates Diné Bi Beenahaz'áanii into peacemaking and court systems to  
14 provide a judicial system to Navajo people that is reflective of Navajo traditions  
15 and culture.

16 P. The Navajo Nation recognizes that a fully funded, independent judiciary and  
17 peacemaking system is necessary to protect the sovereignty of the Navajo Nation  
18 and respects the expertise of the Judicial Branch leadership to identify the priorities  
19 for expending the funds awarded by the federal court through *Navajo Nation v.*  
20 *Department of Interior, et al.*, No. 14-cv-1909 (TSC), as well as the funds from any  
21 subsequent awards or settlements.

22 Q. Pursuant to 12 N.N.C. § 820 (K) of the Navajo Nation Appropriations Act, funds  
23 received in excess of the initial or current revenue projections, e.g., court awards or  
24 settlements, shall be deposited in to the General Fund Unreserved Undesignated  
25 Fund balance unless otherwise designated by the Navajo Nation Council.

26 R. The Navajo Nation appreciates that the Judicial Branch is a unique judicial system  
27 and has funding needs that are not considered during the annual comprehensive  
28 budget process and that funding of this nature, i.e., an award from the federal court,  
29 can and should be directed primarily to the Judicial Branch to develop long-term  
30

1 planning and systems that benefit the entire Judicial Branch and enhance judicial  
2 services across the Navajo Nation.

3 S. Hashkééjí Nahat'á dóó Hózhóójí Nahat'á t'áá sahdii béeso yee ák'inaaldzil dóó yee  
4 naalnish.

5 T. Hashkééjí Nahat'á dóó Hózhóójí Nahat'á t'áá sahdii béeso choyool'í dóó t'áá sahdii  
6 yee ák'inaaldzil hóldzilgo yee bik'ó' dilti'doo biniyé.

7  
8 **SECTION THREE. ESTABLISHING NAVAJO NATION HASHKÉÉJÍ NAHAT'Á**  
9 **BÉESO BÁ HOOGHAN**

10 The Navajo Nation hereby establishes the Navajo Nation Hashkééjí Nahat'á Béeso  
11 Bá Hooghan and approves its enabling legislation as follows:

12  
13  
14 \*\*\*\*

15 **Title 12. FISCAL MATTERS**

16 **CHAPTER 28. NAVAJO NATION HASHKÉÉJÍ NAHAT'Á BÉESO BÁ**  
17 **HOOGHAN**

18  
19 **§ 2801. Establishment**

20 There is established the "Navajo Nation Hashkééjí Nahat'á Béeso Bá Hooghan",  
21 hereinafter referred to as "Fund".

22 A. The Navajo Nation Council hereby designates that the net proceeds and  
23 earnings thereon awarded to the Navajo Nation by the litigation captioned  
24 Navajo Nation vs. United States Department of Interior, No. 14-cv-1909 (TSC)  
25 shall be deposited into the Fund after the Fixed Cost Litigation Account has  
26 been reimbursed for the actual costs of said litigation, as calculated and attested  
27 to by the Attorney General of the Navajo Nation.

28 B. The net proceeds of all settlement or judgement awards stemming from  
29 litigation brought on behalf of the Judicial Branch of the Navajo Nation related  
30 to the underfunding of the Judicial Branch Indian Self-Determination and

1 Education Assistance Act contract(s) and annual funding agreement(s) shall be  
2 deposited into the Fund after the Fixed Cost Litigation Account has been  
3 reimbursed for the actual costs of such litigation, as calculated and attested to  
4 by the Attorney General of the Navajo Nation.

5 C. The Navajo Nation Council may make additional appropriations to the Fund  
6 from any other sources of revenue that become available to the Navajo Nation.

7 D. Any money deposited in or appropriated to the Fund, regardless of source,  
8 including earnings thereon, shall be used only as provided in this Chapter.

9 E. The Fund shall be a continuing account and shall not lapse on an annual basis  
10 pursuant to 12 N.N.C. 820(N).

11  
12 **§ 2802. Purpose**

13 A. The purpose(s) of this Fund are to provide financial support and/or financing for  
14 the continuing development of the Judicial Branch true to its core of Diné  
15 Fundamental law by reinstating peacemaking and traditional Navajo concepts  
16 throughout the Branch's systems and facilities, including:

- 17 1. to plan, develop, purchase, and/or construct Judicial Branch facilities,  
18 including power, water, electrical, roads infrastructure, parking lots,  
19 government and traditional hogan buildings and surrounding infrastructure  
20 necessary for the use of government buildings; and
- 21 2. to meet the operational and systematic needs of the Judicial Branch,  
22 including but not limited to information technology; and
- 23 3. to develop and implement programs and projects of the Navajo Nation  
24 Courts, Peacemaking Program, Administrative Offices of the Courts, and  
25 Probation and Parole Program that enhance public services for the Navajo  
26 people and improve development of the Judicial Branch's operations and  
27 internal systems.

28 B. Expenditures from the Fund shall not be subject to or limited by 12 N.N.C. §§ 810  
29 (F) and of the Appropriations Act, 12 N.N.C. § 1310 (F) of the Bond Financing Act  
30



1        or the Capital Improvement Project Guidelines, Policies, and Procedures approved  
2        through TCDCJY-77-99.

3  
4        **§ 2803. Investment of the Fund**

5        All monies deposited in the Fund shall be subject to the Master Investment Policies, as  
6        amended, and invested as soon as practical in accordance with the degree of care  
7        exercised by reasonable and prudent managers of investments intended to produce  
8        maximum growth of the investments with a high degree of safety necessary to fulfill  
9        the purposes and objectives of the Fund.

10  
11       **§ 2804. Definition of Fund Principal and Income**

- 12       A. “Fund Principal” shall consist of all deposits made to the Fund pursuant to § 2801  
13       of this Chapter.  
14       B. “Fund Income” shall consist of all earnings (interest, dividends, etc.) generated and  
15       realized through the investment of the Fund Principal. Realized Fund Income shall  
16       be added to the Fund Principal after Fund management and administration  
17       expenses, as set forth in this Chapter, have been deducted.

18  
19       **§ 2805. Expenditure of the Fund**

- 20       A. The Fund Principal and Income shall be expended upon recommendation by the  
21       Chief Justice of the Navajo Nation Supreme Court through an annual or multi-year  
22       expenditure plan approved by the Law and Order and Budget and Finance  
23       Committees. Any changes or modifications to an approved expenditure plan shall  
24       be approved by the Law and Order Committee and Budget and Finance Committee  
25       upon the recommendation of the Chief Justice of the Navajo Nation.  
26       B. Any Fund amounts, whether Fund Principal or Fund Income, not included in an  
27       expenditure plan, shall remain invested as set forth in this Chapter.

28  
29       **§ 2806. Annual Audit**  
30

1     The Fund shall be audited annually by independent auditors and within 120 days of the  
2     end of each fiscal year, an audit report shall be distributed to the members of the Navajo  
3     Nation Council. The audit report shall be written in easily understandable language.

4  
5     **§ 2807. Expenses**

6     All expenses directly associated with the administration and management of the Fund  
7     shall be paid from the Fund Income. Such expenses shall include investment advisory  
8     and management fees, audit costs, and other related expenses, all pursuant to duly  
9     approved contracts for such services.

10  
11    **§ 2808. Amendments**

12    Any section(s) of this Chapter may be amended by a two-thirds (2/3) majority vote of  
13    the full membership of the Navajo Nation Council and approval of the President of the  
14    Navajo Nation.

15  
16    **§ 2809. Termination**

17    The Fund shall expire and terminate when all Fund Principal and Fund Income have  
18    been expended.

19  
20    \*\*\*\*

21  
22  
23    **SECTION FOUR. APPROVING REIMBURSEMENT OF LITIGATION COSTS**

- 24    A. The Navajo Nation Department of Justice expended Fixed Cost Litigation Account  
25       funds to litigate *Navajo Nation v. Department of Interior*, No. 14-cv-1909 (TSC).  
26       See **Exhibit B** [Marked as “confidential” by the Navajo Nation Attorney General  
27       pursuant to 2 N.N.C. § 164 (A)(6)].
- 28    B. The Fixed Cost Litigation Account is to be reimbursed for the actual litigation costs  
29       and expenses, as calculated and attested to by the Attorney General, expended on  
30       *Navajo Nation v. Department of Interior*, No. 14-cv-1909 (TSC) prior to the award

1 being deposited in Hashkééjį Nahat'á Béeso Bá Hooghan. The budget documents  
2 supporting the reimbursement are attached as **Exhibit C** [Marked as "confidential"]  
3 by the Navajo Nation Attorney General pursuant to 2 N.N.C. § 164 (A)(6)].

- 4 C. The Fixed Cost Litigation Account is to be reimbursed for actual litigation costs  
5 and expenses out of all future awards and settlements stemming from litigation on  
6 behalf of the Navajo Nation, specifically including litigation brought on behalf of  
7 the Judicial Branch related to the underfunding of the Judicial Branch Indian Self-  
8 Determination and Education Assistance Act contract(s) and annual funding  
9 agreement(s)

10  
11 **SECTION FIVE. EFFECTIVE DATE**

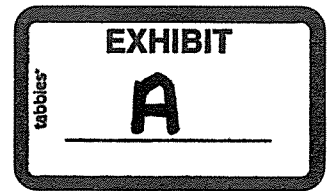
12 This Act is effective upon its approval pursuant to 2 N.N.C. 221(B).  
13

14 **SECTION SIX. CODIFICATION**

15 The provisions of this Act which amend or adopt new sections of the Navajo Nation  
16 Code shall be codified by the Office of Legislative Counsel. The Office of Legislative  
17 Counsel shall incorporate such amended provisions in the next codification of the  
18 Navajo Nation Code.  
19

20 **SECTION SEVEN. SAVINGS CLAUSE**

21 Should any provision(s) of this Act be determined invalid by the Navajo Nation  
22 Supreme Court or the District Courts of the Navajo Nation, without appeal to the  
23 Navajo Nation Supreme Court, the remainder of the Act shall remain the law of the  
24 Navajo Nation.  
25  
26  
27  
28  
29  
30



UNITED STATES DISTRICT COURT  
FOR THE DISTRICT OF COLUMBIA

NAVAJO NATION,

Plaintiff,

V.

DEPARTMENT OF THE INTERIOR,  
*et al.*,

Defendants.

Civil Action No. 14-cv-1909 (TSC)

## FINAL JUDGMENT

Consistent with this court's Memorandum Opinion (ECF No. 48; *see* ECF No. 50), the court hereby GRANTS Plaintiff's Motion for Summary Judgment, (ECF No. 15), and DENIES Defendants' Motion for Summary Judgment, (ECF No. 18).

Plaintiff is hereby awarded damages for breach of contract in the amount of \$15,762,985, in addition to interest on that amount pursuant to 41 U.S.C. § 7109.

Date: August 26, 2020

Tanya S. Chutkan

TANYA S. CHUTKAN  
United States District Judge



## I. BACKGROUND

This case arises from a contract between the Nation and the Navajo Regional Office of the Bureau of Indian Affairs (BIA), a federal agency within DOI, under the Indian Self-Determination and Education Assistance Act of 1975, 25 U.S.C. §§ 5301 *et seq.* (ISDEAA). Under this contract, the parties must negotiate annual funding agreements (AFAs), which determine the annual level of funding provided to the Nation.

During its 2013 negotiations with DOI, the Nation sought \$17,055,517 to fund its Tribal Courts Program for CY 2014. This was an amount substantially larger than had been proposed or awarded in previous years. The Nation submitted a “Scope of Work” document outlining the reasons for its request (ECF No. 44-1, Ex. 1 Attach. A at 3), as well as a summary of how its proposed budget would be allocated among ten different categories. (ECF No. 44-1, Ex. 1 Attach. B.)

The Nation hand-delivered the proposed AFA to the BIA on October 4, 2013. Pursuant to BIA regulations, a proposal is “deemed approved” if not declined within 90 days. 25 C.F.R. § 900.18. The BIA issued a partial declination on January 15, 2014, 13 days overdue. In the course of this litigation, DOI argued that the partial government shutdown, which lasted until October 17, 2013, delayed its receipt of the proposed AFA, pushing back the deadline; DOI additionally argued that principles of equitable estoppel barred the Nation from prevailing on its claims. The parties cross-moved for summary judgment, and the court ruled for DOI. (ECF No. 30, Mem. Op. at 15.)

The D.C. Circuit reversed, holding that the proposed AFA was received on the date it was delivered, that the BIA’s partial declination was untimely, and that, therefore, the Nation’s proposal was deemed approved as a matter of law. *Navajo Nation v. U.S. Dep’t of Interior*, 852

F.3d 1124, 1130 (D.C. Cir. 2017). That Court did not, however, determine what damages should be awarded to the Nation. *Id.*

The parties have since agreed that the court should enter judgment for the Nation, but disagree as to appropriate damages. (ECF No. 36, Joint Status Report at 2.) Following the parties' filings regarding an entry of judgment, the court ordered that proper damages are an amount that is "facially reasonable." (Minute Order, February 15, 2019 (citing *Seneca Nation of Indians v. U.S. Dep't of Health & Human Servs.*, 945 F. Supp. 2d 135, 152 (D.D.C. 2013)).) The parties agreed to submit a further round of briefing as to whether Plaintiff's requested damages, totaling \$15,762,985—representing the proposed AFA minus the \$1,292,532 approved by the BIA—are facially reasonable. (ECF No. 43, Joint Status Report at 1.)

## II. ANALYSIS

The court finds that damages of \$15,762,985 are facially reasonable.

In its brief, DOI argues that Plaintiff's requested amount is unreasonably large compared to the requested funding in previous years, and additionally that such a large award would have disproportionate and adverse effects on the BIA's budget for tribal services more generally. (ECF No. 45, Defs. Resp. at 5, 8–9.) DOI thus advocates for an unspecified award of damages using \$2,130,077 and \$780,418—the differences between the requested funding in 2012 and 2013, and the approved funding in 2014, respectively—as "guideposts." (*Id.* at 12.) The Nation is correct that the ISDEAA emphasizes discretion and does not require proportionality between one year's proposed funding and the next. (ECF No. 46, Pl. Reply at 4.) However, such proportionality, or disproportionality, may serve as a helpful benchmark in determining what damages are facially reasonable.

DOI contends that several items in the proposed AFA are of questionable reasonableness. For example, it points to a six-fold increase in travel expenses, several one-off expenses related to the repair and maintenance of facilities, and a 500 percent increase in requested personnel salary and fringe benefits, forming the bulk of the proposed funding—\$13,323,385—despite a corresponding decrease in the Nation’s judicial caseload. (Defs. Resp. at 6–7.) The Nation does not respond to these criticisms in detail, but argues that the “Scope of Work” document submitted as part of its proposal addresses its need for increased funding. (Pl. Reply at 5.)

The Nation’s “Scope of Work” document adequately outlines its justifications for such an increase in funding. The document points to several “severe shortfalls” in funding, and additionally notes that the \$17 million sum was not as unprecedented as DOI suggests: roughly the same amount had been proposed as part of the Nation’s budget priorities two years previously. (Ex. 1 Attach. A at 3.) The only applicable case to consider a similar question, *Seneca Nation*, concluded that such an explanation of a “perceived funding gap” was facially reasonable, even if the proposed increase there was not as significant as in this case. 945 F. Supp. 2d at 152. Moreover, a decrease in caseload is not dispositive of the Nation’s budgetary needs; faced with shortfalls, it is plausible that this decrease was a response to inadequate funding, not a refutation of it.

DOI’s argument that the proposed amount is unreasonable because the Nation had “not even spent all the funds awarded to it” is likewise unpersuasive. (Defs. Resp. at 10–11.) As the Nation notes in its reply brief, this does not accurately describe its expenditures since 2012, which indicate that 99 percent of the funding under the contract was obligated as of December 31, 2018. (Pl. Reply at 1 n.1.) Furthermore, as with the Nation’s caseload, it is not unreasonable



that the Nation would be hesitant in allocating the funding it did receive, given that it contends this funding was drastically insufficient to meet its needs.

DOI additionally argues that an award of full damages would result in more than 60 percent of the BIA's total annual funding for tribal courts being allocated to the Nation alone, a result both disproportionate and likely to divert existing resources from other tribes or programs. (Defs. Resp. at 8–9.) On this, however, the law is clear. The Supreme Court has repeatedly stressed that “as long as Congress has appropriated sufficient legally unrestricted funds to pay contracts . . . the Government normally cannot back out of a promise to pay on grounds of insufficient appropriations” absent “something special about the promises at issue.” *Cherokee Nation of Okla. v. Leavitt*, 543 U.S. 631, 632 (2005). *See also Salazar v. Ramah Navajo Chapter*, 567 U.S. 182, 191 (2012) (holding that tribal contractors “need not keep track of agencies’ shifting priorities and competing obligations; rather, they may trust that the Government will honor its contractual promises.”).

This is particularly essential in light of concerns regarding the “Government’s past failure adequately to reimburse tribes’ indirect administrative costs,” *Cherokee Nation*, 543 U.S. at 639, as well as the historical underfunding of both the Nation’s courts and tribal justice systems more generally. *See* ECF No. 44, Pl. Mem. at 2–4. Arguments that a financial windfall to the Nation would come “at the expense of other Indian tribes . . . impermissibly invite the Court to meddle with [Government] contracts and ‘render its promises nonbinding.’” *Seneca Nation*, 945 F. Supp. 2d at 151 (quoting *Cherokee Nation*, 543 U.S. at 641).<sup>1</sup>

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<sup>1</sup> DOI has expressed concern that any award in this case may impact the parties’ positions in the related cases regarding the Nation’s funding for CY 2015 and beyond, also before the court. *See* Case Nos. 1:16-cv-011-TSC, 1:17-cv-513-TSC, 1:17-cv-863-TSC, 1:18-cv-774-TSC, 1:19-cv-3612-TSC, and 1:20-cv-1297-TSC. The court’s ruling here should not be taken as dispositive of

The Nation's brief regarding an entry of judgment argued against a facial reasonableness standard, insisting that it was entitled to the requested damages in full by virtue of the governing regulation. (ECF No. 38, Pl. Resp. at 4.) 25 C.F.R. § 900.18 states that, when a proposal is not declined within 90 days and is thus deemed approved, the Secretary "shall award the contract . . . and add to the contract *the full amount of funds* pursuant to section 106(a) of the [ISDEAA]" (emphasis added). Indeed, the D.C. Circuit quoted this language in determining that the Nation's damages were not limited by the "funds the BIA would otherwise have expended." *Navajo Nation*, 852 F.3d at 1130. Despite the court's February 15, 2019 order that proper damages are an amount that is facially reasonable, the Nation continues to argue implicitly that this regulatory language makes its requested damages facially reasonable *per se*. See, e.g., Pl. Reply at 2 ("An award in that amount is facially reasonable because it is fully supported by the applicable law.").

There is some ambiguity as to the proper standard for award of damages, and both parties have marshaled several arguments in favor of their respective theories. Although the D.C. Circuit quoted the "full amount of funds" language, it did so in the context of rejecting DOI's attempt to *cap* damages, and did not specify whether the regulatory language placed further constraints on the court's discretion in awarding damages. *Navajo Nation*, 852 F.3d at 1130. Likewise, although the court in *Seneca Nation* awarded damages that were facially reasonable, its opinion can also plausibly be read as endorsing the Nation's theory of damages. See *id.* at 151–52 ("Moreover, questioning the validity of the Nation's per-person amount is not a proper task for the Court at this juncture. . . . [T]hat is a matter properly addressed through contract negotiations or through declination of the proposed amendment.").

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those cases, and DOI may choose to argue that the one-off expenses included in this award should be excluded from any judgment in those cases.

Notwithstanding the Nation's repeated arguments against the use of a facial reasonableness standard, this court will not revisit its earlier conclusion that facial reasonableness is the applicable standard. Applying that standard, this court concludes that \$15,762,985 is facially reasonable.

### III. ORDER

For the reasons set forth above, it is hereby

ORDERED that Plaintiff's Motion for Summary Judgment is GRANTED;

ORDERED that Defendants' Cross-Motion for Summary Judgment is DENIED;

ORDERED that Plaintiff's Calendar Year 2014 Annual Funding Agreement, as proposed by Plaintiff on October 4, 2013, is deemed approved as of January 3, 2014; and

ORDERED that Plaintiff shall be awarded damages for breach of contract in the amount of \$15,762,985, in addition to interest on that amount pursuant to 41 U.S.C. § 7109.

This is a final appealable order. This Clerk of the Court is respectfully requested to close this case.

Date: June 12, 2020

Tanya S. Chutkan

TANYA S. CHUTKAN  
United States District Judge

**LEGISLATIVE SUMMARY SHEET**

**Tracking No.** 0005-21

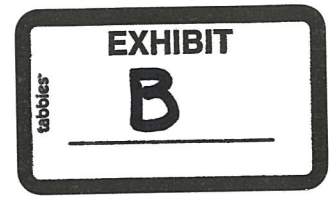
**DATE:** December 7, 2020

**TITLE OF RESOLUTION: AN ACTION RELATING TO THE HEALTH, EDUCATION AND HUMAN SERVICES COMMITTEE, AMENDING THE PLAN OF OPERATION FOR THE OFFICE OF STANDARDS, CURRICULUM, AND ASSESSMENT DEVELOPMENT UNDER THE DEPARTMENT OF DINÉ EDUCATION**

**PURPOSE:** The purpose of this resolution is for the Health, Education, and Human Services Committee to approve amendments to the Plan of Operation for the Office of Standards, Curriculum, and Assessment Development under the Department of Diné Education.



NAVAJO NATION DEPARTMENT OF JUSTICE  
OFFICE OF THE ATTORNEY GENERAL



DOREEN N. MCPAUL  
Attorney General

KIMBERLY A. DUTCHER  
Deputy Attorney General

**MEMORANDUM**

TO: Dana Bobroff, Chief Legislative Counsel  
Office of Legislative Counsel

FROM: Doreen N. McPaul  
Doreen N. McPaul, Attorney General  
Navajo Nation Department of Justice

DATE: January 19, 2021

SUBJECT: Confidential Exhibits for Proposed Legislation Regarding Reimbursement of the Fixed Cost Litigation Account for Litigation Costs Associated with *Navajo Nation v. Department of Interior, et al.*, No. 14-cv-1909

Generally, exhibits to legislation are posted online for public view. However, pursuant to 2 N.N.C. § 164(A)(6), “[a]ny matters or exhibits determined by the Navajo Nation Department of Justice to be confidential shall be properly marked ‘confidential’ and shall not be placed on the website or otherwise released.” There are two Exhibits (B and C) for the above referenced legislation which DOJ deems confidential and should be kept from public view. Under 2 N.N.C. § 1964(G), only the Attorney General is authorized to waive the confidential and attorney-client privileged communication. Since these exhibits contain such sensitive information, the Attorney General maintains the confidentiality of these documents.

If you have any questions concerning this memorandum, please contact the Office of the Attorney General at (928) 871-6345. Thank you.



NAVAJO NATION DEPARTMENT OF JUSTICE  
OFFICE OF THE ATTORNEY GENERAL



DOREEN N. MCPAUL  
Attorney General

KIMBERLY A. DUTCHER  
Deputy Attorney General

**MEMORANDUM**

TO: Dana Bobroff, Chief Legislative Counsel  
Office of Legislative Counsel

FROM: Doreen N. McPaul  
Doreen N. McPaul, Attorney General  
Navajo Nation Department of Justice

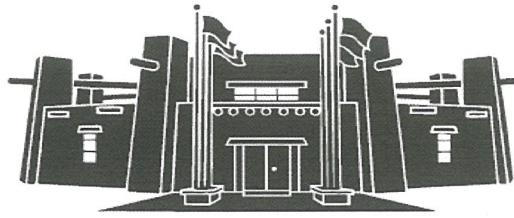
DATE: January 19, 2021

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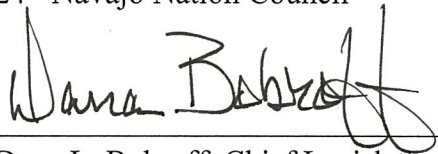
If you have any questions concerning this memorandum, please contact the Office of the Attorney General at (928) 871-6345. Thank you.





## MEMORANDUM

TO: Honorable Eugenia Charles-Newton  
24<sup>th</sup> Navajo Nation Council

FROM:   
Dana L. Bobroff, Chief Legislative Counsel  
Office of Legislative Counsel

DATE: January 15, 2021

SUBJECT: **AN ACT RELATING TO BUDGET AND FINANCE COMMITTEE, LAW AND ORDER COMMITTEE AND NAABIK'ÍYÁTI' COMMITTEE AND NAVAJO NATION COUNCIL; ESTABLISHING THE NAVAJO NATION HASHKÉÉJÍ NAHAT'Á BÉESO BÁ HOOGHAN BY AMENDING TITLE TWELVE OF THE NAVAJO NATION CODE; DIRECTING THAT THE AWARD RECEIVED THROUGH NAVAJO NATION V. DEPARTMENT OF INTERIOR, NO. 14-cv-1909 (TSC), BE DEPOSITED IN THE HASHKÉÉJÍ NAHAT'Á BÉESO BÁ HOOGHAN AFTER REINBURSEMENT OF LITIGATION COSTS; DIRECTING THAT THE PROCEEDS FROM FUTURE LITIGATIONS RELATED TO THE JUDICIAL BRANCH'S P.L. 93-638 CONTRACTS OR ANNUAL FUNDING AGREEMENTS BE DEPOSITED IN THE HASHKÉÉJÍ NAHAT'Á BÉESO BÁ HOOGHAN; ESTABLISHING THAT THE FIXED COST LITIGATION ACCOUNT SHALL BE REIMBURSED FOR LITIGATION COSTS**

I have prepared the above-referenced proposed resolution and associated legislative summary sheet pursuant to your request for legislative drafting. Based on existing law and review of documents submitted, the resolution as drafted is legally sufficient. As with any action of government however, it can be subject to review by the courts in the event of proper challenge.

The Office of Legislative Counsel confirms the appropriate standing committee(s) based on the standing committees powers outlined in 2 N.N.C. §§301, 401, 501, 601 and 701. Nevertheless, "the Speaker of the Navajo Nation Council shall introduce [the proposed resolution] into the

legislative process by assigning it to the respective oversight committee(s) of the Navajo Nation Council having authority over the matters for proper consideration.” 2 N.N.C. §164(A)(5).

Please ensure that his particular resolution request is precisely what you want. You are encouraged to review the proposed resolution to ensure that it is drafted to your satisfaction.



THE NAVAJO NATION  
LEGISLATIVE BRANCH  
INTERNET PUBLIC REVIEW PUBLICATION



LEGISLATION NO: \_0011-21\_

SPONSOR: Eugenia Charles-Newton

**TITLE: An Act Relating to Budget and Finance Committee, Law and Order Committee and Naabik'iyáti' Committee and Navajo Nation Council; Establishing the Navajo Nation Hashkééjį Nahat'á Béeso Bá Hooghan by Amending Title Twelve of the Navajo Nation Code; Directing that the Award Received Through Navajo Nation V. Department of Interior, No. 14-cv-1909 (TSC), Be Deposited in the Hashkééjį Nahat'á Béeso Bá Hooghan After Reimbursment of Litigations Costs; Directing that the Proceeds from Future Litigations Related to the Judicial Branch's P.L. 93-638 Contracts or Annual Funding Agreements Be Deposited in the Hashkééjį Nahat'á Béeso Bá Hooghan; Establishing that the Fixed Cost Litigation Account Shall Be Reimbursed for Litigation Costs**

**Date posted: January 21, 2021 at 5:20PM**

**Digital comments may be e-mailed to [comments@navajo-nsn.gov](mailto:comments@navajo-nsn.gov)**

**Written comments may be mailed to:**

**Executive Director  
Office of Legislative Services  
P.O. Box 3390  
Window Rock, AZ 86515  
(928) 871-7586**

**Comments may be made in the form of chapter resolutions, letters, position papers, etc. Please include your name, position title, address for written comments; a valid e-mail address is required. Anonymous comments will not be included in the Legislation packet.**

**Please note:** This digital copy is being provided for the benefit of the Navajo Nation chapters and public use. Any political use is prohibited. All written comments received become the property of the Navajo Nation and will be forwarded to the assigned Navajo Nation Council standing committee(s) and/or the Navajo Nation Council for review. Any tampering with public records are punishable by Navajo Nation law pursuant to 17 N.N.C. §374 *et. seq.*

**THE NAVAJO NATION  
LEGISLATIVE BRANCH  
INTERNET PUBLIC REVIEW SUMMARY**

**LEGISLATION NO.: 0011-21**

**SPONSOR: Honorable Eugenia Charles-Newton**

**TITLE: An Act Relating to Budget and Finance Committee, Law and Order Committee and Naabik'iyáti' Committee and Navajo Nation Council; Establishing the Navajo Nation Hashkééjį Nahat'á Béeso Bá Hooghan by Amending Title Twelve of the Navajo Nation Code; Directing that the Award Received Through Navajo Nation V. Department of Interior, No. 14-cv-1909 (TSC), Be Deposited in the Hashkééjį Nahat'á Béeso Bá Hooghan After Reimbursment of Litigations Costs; Directing that the Proceeds from Future Litigations Related to the Judicial Branch's P.L. 93-638 Contracts or Annual Funding Agreements Be Deposited in the Hashkééjį Nahat'á Béeso Bá Hooghan; Establishing that the Fixed Cost Litigation Account Shall Be Reimbursed for Litigation Costs**

**Posted: January 21, 2021 at 5:20 PM**

**5 DAY Comment Period Ended: January 26, 2021**

**Digital Comments received:**

<b>Comments Supporting</b>	<i>None</i>
<b>Comments Opposing</b>	<i>None</i>
<b>Comments/Recommendations</b>	<b>1) Pearline Kirk, NNOOC</b>

  
\_\_\_\_\_  
**Legislative Tracking Secretary  
Office of Legislative Services**

01/27/21; 7:24 AM

\_\_\_\_\_  
**Date/Time**


# THE NAVAJO NATION

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JONATHAN NEZ | PRESIDENT MYRON LIZER | VICE PRESIDENT



## Memorandum:

To: 2 NNC § 164 Reviewers  
Delegates & 2 NNC '164 Reviewers  
Navajo Nation Government  
  
From: Pearlline Kirk, Controller  
Office of the Controller  
Date: January 26, 2021  
Subject: **Legislation 0011-21, Establishing the Navajo Nation Hashkeeji Nahat'a Beeso Ba Hooghan by Amending Title Twelve of the Navajo Nation Code**

In response to legislation 0011-21, the Office of the Controller (OOC) recognizes the efforts and responsibility put forth by Navajo Nation Department of Justice.

However, the settlement received by the Navajo Nation from the Department of the Interior and Bureau of Indian Affairs related to the violation of the Indian Self-Determination and Education Assistance Act should be recorded in compliance with the Navajo Nation Code Title 12 of the Navajo Nation Appropriations Act. As noted in the legislation, "funds received in excess of initial or current revenue projects, e.g., court awards or settlements, shall be deposited into the General Fund Unreserved Undesignated Fund balance (UUFB) unless otherwise designated by Council."

Navajo Nation Council has acted to designate non-recurring revenue to a specific fund other than the General Fund UUFB. However, this action was the unprecedented \$554 million settlement from the United States Government into the Sihasin Fund.

The issues that result from Council approving this legislation is that it may set a precedent. If the Judicial Branch and the Department of Justice can successfully create a new fund for the award



in question and any additional awards, this may allow for future awards unrelated to the Judicial Branch's PL 93-68 contracts of annual funding agreement awards to be redirected the proposed new fund. Furthermore, we do not want to set a precedent that may open the door for other branches and departments to request the same treatment for non-recurring revenue.

Additionally, the proposed fund management plan states "The net proceeds of all settlement or judgement awards stemming from litigation brought on behalf of the Judicial Branch of the Navajo Nation related to the underfunding of the Judicial Branch Indian Self-Determination and Education Assistance Act contract(s) and annual funding agreement(s) shall be deposited into the Fund after the Fixed Cost Litigation Account has been reimbursed for the actual costs of such litigation, as calculated and attested to by the Attorney General of the Navajo Nation." The OOC is concerned that a calculation and attestation solely by the Attorney General does not lend itself to transparency. 12 N.N.C. § 203 states that the Controller is responsible for financial policy and procedures and is to exercise supervisory control. The position is to develop and coordinate programs of financial management at all levels within the Navajo Nation Government.

In addition, the accounting and reporting for an additional fund requires additional resources for the OOC. Currently, the accounting system for the Navajo Nation includes over 100 individual non-grant funds. Each of those funds require reconciliation, reporting, and required auditing. The reporting structure for the proposed fund would be determined by the Government Accounting Standards Board Statement No. 54, Fund Balance Reporting and Governmental Type Definitions. As the fund would not have a recurring revenue source, the fund must be consolidated into the General Fund for financial reporting purposes and the fund balance would be considered committed in the General Fund.

The proposed fund seeks to participate in the Investment Program along with the Master Trust. It is imperative to consider the longevity of the fund. Fees and high transactions may not be beneficial in the short to intermediate term. We bring this to your attention because there is a "Termination" sub-section stating the fund will expire upon expending of fund income and principal. It would be prudent to determine how the funds will be used in order to identify if long-term investing is practical.

Lastly, the proposed fund management plan calls for an annual audit to be completed within 120 of the fiscal year end. Generally, the Navajo Nation's annual audit deadline to file with the Federal Audit Clearinghouse is June 30th of year following a fiscal year end; for the financial state audit the deadline is that the audit must be approved by the Navajo Nation Council before deliberations for the following year Comprehensive Budgets. It would be impossible to get the Nation's audit completed within 120 days of the fiscal year end. Furthermore, we will need to confirm whether the Nation or if the proposed fund will cover the audit expense.

If you should have any questions you can contact me at extension X6308.

## 24<sup>th</sup> NAVAJO NATION COUNCIL

Third Year 2021

Mr. Speaker:

The **BUDGET & FINANCE COMMITTEE** to whom has been assigned

### NAVAJO LEGISLATIVE BILL # 0011-21:

An Act Relating to Budget and Finance Committee, Law and Order Committee and Naabik'íyáti' Committee and Navajo Nation Council; Establishing the Navajo Nation Hashkééjį Nahat'á Béeso Bá Hooghan by Amending Title Twelve of the Navajo Nation Code; Directing that the Award Received Through Navajo Nation V. Department of Interior, No. 14-cv-1909 (TSC), Be Deposited in the Hashkééjį Nahat'á Béeso Bá Hooghan After Reimbursement of Litigations Costs; Directing that the Proceeds from Future Litigations Related to the Judicial Branch's P.L. 93-638 Contracts or Annual Funding Agreements Be Deposited in the Hashkééjį Nahat'á Béeso Bá Hooghan; Establishing that the Fixed Cost Litigation Account Shall Be Reimbursed for Litigation Costs *Sponsored by Eugenia Charles-Newton, Council Delegate*

has had it under consideration and reports the same with the recommendation that It **Do Pass** with 1 amendment.

1. On page 7, line 27, at the end of the sentence, delete the period and insert “; and”
2. On page 7 line 28 insert a new paragraph as follows:
  4. to fund an increase in Judicial Branch personnel, update pay scales, and fund fringe benefit cost.
3. Renumber or re-letter succeeding paragraphs, sections and exhibits, accordingly, if necessary. This amendment shall supersede inconsistent language contained in any other committee amendment, which shall be conformed to the intent or language of this amendment. The Office of Legislative Services, with notice to the sponsor(s) of the Legislation, is hereby authorized to make necessary grammatical changes.

*Motion: Amber K. Crotty Second: Nathaniel Brown Vote: 4-0 Yeas: Amber K. Crotty, Nathaniel Brown, Elmer P. Begay, Raymond Smith, Jr.; Jimmy Yellowhair not voting*

And, therefore referred to the **LAW & ORDER** Committee

Respectfully submitted,

  
\_\_\_\_\_  
Jamie Henio, Chairman

Adopted:   
\_\_\_\_\_  
Legislative Advisor

Not Adopted: \_\_\_\_\_  
Legislative Advisor

**9 February 2021**

The vote was **5** in favor **0** opposed yeas: *Jimmy Yellowhair, Raymond Smith, Jr., Amber K. Crotty, Nathaniel Brown Elmer P. Begay*

*Main Motion: Jimmy Yellowhair*

*Second: Amber K. Crotty*



## BUDGET AND FINANCE COMMITTEE

9 February 2021

Special Meeting

### VOTE TALLY SHEET:

**Legislation No. 0011-21:** An Act Relating to Budget and Finance Committee, Law and Order Committee and Naabik'iyáti' Committee and Navajo Nation Council; Establishing the Navajo Nation Hashkééjį Nahat'á Béeso Bá Hooghan by Amending Title Twelve of the Navajo Nation Code; Directing that the Award Received Through Navajo Nation V. Department of Interior, No. 14-cv-1909 (TSC), Be Deposited in the Hashkééjį Nahat'á Béeso Bá Hooghan After Reimbursement of Litigations Costs; Directing that the Proceeds from Future Litigations Related to the Judicial Branch's P.L. 93-638 Contracts or Annual Funding Agreements Be Deposited in the Hashkééjį Nahat'á Béeso Bá Hooghan; Establishing that the Fixed Cost Litigation Account Shall Be Reimbursed for Litigation Costs *Sponsored by Eugenia Charles-Newton, Council Delegate*

*Motion: Jimmy Yellowhair*

*Second: Amber K. Crotty*

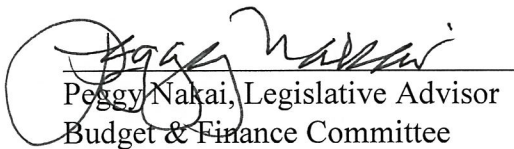
*Vote: 5-0, Chairman not voting, with 1 amendment*

### Final Vote Tally:

Jamie Henio		
Jimmy Yellowhair	yea	
Raymond Smith Jr.	yea	
Elmer P. Begay	yea	
Amber K. Crotty	yea	
Nathaniel Brown	yea	



Jamie Henio, Chairman  
Budget & Finance Committee



Peggy Nakai, Legislative Advisor  
Budget & Finance Committee