At the diminutive stature of 5’2”, Chief Judge Theresa M. Pouley effortlessly takes command of any room, whether it is filled with White House officials, members of Congress, or anxious high schoolers visiting the Tulalip Tribal Court. Passion, conviction, and a strong presence exude from her when speaking on the topic of Indian law, the impact it has on tribal sovereignty, and, most importantly, the quality of life for American Indians.

She holds Indian law close to her heart. “The key is being able to put legal words and legal procedures into values that protect the community we serve. It’s about teaching the law to speak Indian,” she says. She is an enrolled member of the Confederated Tribes of the Colville Reservation, specifically the Arrow Lakes and Okanogan Tribes, 2 of the 11 tribes that make up the confederation. Her ancestral background includes the Flathead, Cree, and Kutenai Tribes.

Chief Judge Pouley’s parents met and married in the small town of Inchelium, Wash., on the Colville Reservation. Her father is Colville native Joseph V. DeSautel (better known as Skip); and her mother, Carol Hawn, is of French and German descent. Chief Judge Pouley’s parents had two more children before divorcing when she was five years old. It was at this tender age that Chief Judge Pouley already knew she wanted to be a lawyer.

Because her mother was in the Army Corp of Engineers, Chief Judge Pouley moved many times as a child to places like New Orleans, Miami, and Kansas City. She later returned to the reservation when she was 19 years old. There, she again met her father as a young woman. “Everyone who I lived with when I was little, I was with again. It was like I had never left,” she says of being reunited with her extended family. Chief Judge Pouley carries with her fond memories of family life on the reservation.

Prior to pursuing her undergraduate studies, Chief Judge Pouley had the treasured opportunity to work along-
side her grandfather on his trolling boat—fishing for king salmon outside of Sitka, Alaska—to save money for school. “One of the very first fish I caught was bigger than me, and I had to get my grandpa to help me pull it in. Commercial fishing helped me be very respectful of Mother Nature, appreciate solitude, how to make money, and it teaches you hard work,” says the Chief Judge, her eyes a bit lighter at the thought.

It was the first time Chief Judge Pouley would hear her grandfather talk about Gary Bass, who was also enrolled with the Colville Confederated Tribes. Her grandfather would often tell her, “Don’t be a lawyer. I never met a lawyer who is worth anything, except that Gary Bass.” The Chief Judge adds, “From the time I was in kindergarten, I was told all about Gary Bass and how he was the only lawyer in the country worth his weight in salt.” She could not have known then what an important role Gary Bass would have in her future career.

After a summer of working by her grandfather’s side, Chief Judge Pouley enrolled at Gonzaga University to study speech communication and political science (with a minor in economic studies). It was a fateful choice, for it was at Gonzaga that the Chief Judge met her charming and intellectual counterpart, Mark Pouley. The couple made their relationship official, and their first-born son joined them before they graduated. Chief Judge Pouley thereafter attended law school at Wayne State University on a competitive Department of Education scholarship for Indian students pursuing their legal education. She excelled in law school and was selected for the moot court team. Her second son was born during her time at Wayne State. Following her graduation from law school in 1987, she was admitted to the Michigan State Bar. She was wooed by several law firms and soon became an associate with a firm in Grand Rapids.

After practicing for four years, her father-in-law became ill. The family faced a tough decision—to stay in Michigan or return to Washington State, where her father-in-law resided. As it often does, family won out, and the chief judge and her husband decided to move back home and buy her grandfather’s house after her dear grandmother’s passing. The growing family set up a permanent home in Arlington, Wash. Her husband, Mark (now also an attorney), worked several years locally in private practice before being appointed the chief judge of the Swinomish Tribal Court.

After being admitted to the Washington State Bar, Chief Judge Pouley began work for a small firm in Lynnwood, Wash. Following the birth of her third son and first daughter, she taught legal and paralegal studies. During her time there, she developed and piloted a course on Indian law, which covered the general rules relating to federal Indian law and tribal law. The chief judge found teaching fulfilling and meaningful and deeply enjoyed interacting with young people.

Re-trying Chief Leschi

Prior to her time on the bench, Chief Judge Pouley took part in a judicial proceeding of historic proportions. In 2004, Washington State Supreme Court Chief Justice Gerry Alexander appointed Chief Judge Pouley to sit on an en banc panel of seven justices to retry the 146-year old case of Chief Leschi (Chief of the Nisqually Tribe). Chief Leschi was found guilty of the murder of Colonel Abrams Moses and hanged in 1858. Gov. Isaac Stevens (D) of the then-Washington Territory had ordered the arrest of Chief Leschi, who turned himself in a year later despite the Army’s promise he would not be prosecuted for acts committed during the Indian War. Stevens countered that the Army could not make such an agreement and put him on trial for murder in the Federal Territorial Court.

The Federal Territorial Court refused to accept new evidence of a map showing Chief Leschi to be miles away from the murder during that time. At the urging of the Nisqually Tribe and Leschi descendants, both the House and Senate passed resolutions recommending that the State Supreme Court exercise an extraordinary review of the fallen leader’s conviction. Justice Alexander convened a Historical Court of Justice and heard the case in Tacoma, Wash., to a standing-room only crowd. The day was filled with historical evidence, witness testimony, and passionate closing arguments from attorneys on both side of the issue.

With national attention brought to Leschi’s re-trial based on the legal record and testimony, the justices ruled the killing “was a legitimate act of war, immune from prosecution.” Thus, Chief Leschi was exonerated of the murder of Abram Moses, and history was to reflect that Leschi was charged, prosecuted, convicted, and executed for a non-existent crime. Said Chief Judge Pouley, “I was inspired by Justice Alexander’s solution to the Leschi problem. Because the legislature tried to command a result in a court case, the Supreme Court could have declined to address the issue. But, Justice Alexander instead found a creative way to address Leschi’s family for his wrongful execution and still be true to the concept of separation of powers by holding a historical trial. Chief Judge Pouley often says that “separation of powers” does not mean separation of problems or separation of solutions. “The Leschi trial is proof that each branch of the government can solve problems and be true to their separate role while working toward the common goal of providing justice to all citizens.”

Journey to the Bench

Chief Judge Pouley’s journey to the bench began in 2006, by chance. One of her students saw an advertisement for the position of Chief Judge of the Lummi Tribe and urged her to apply. After much thought, Chief Judge Pouley decided to apply but did not get the job. All hope was not lost, however, as the Lummi hiring committee was so impressed that they asked her to work alongside them to gain more judicial experience. Chief Judge Pouley did so for several years and was then offered a reservation attorney position, where she worked for more than a year codifying the tribes’ laws and representing the business council and tribes’ administration.

One of the most important cases she worked on as an attorney for the reservation involved a sewage treatment
Chief Judge Pouley’s vision was to open a new Lummi Tribal Court. Her dream was realized during her time there, and she helped successfully plan to replace the previous secondhand modular building. Chief Judge Pouley also expanded court services substantially. She developed and ran a very successful “healing to wellness court” (often called a “drug court” in state court systems). She also helped to develop and staff an elder’s panel. This brought a group of Lummi Elders together with at-risk youth for counseling, while also establishing a juvenile court, which operated much like a drug court for the tribes’ juvenile offenders, but with court held at the local school.

The Lummi Nation, under Chief Judge Pouley, applied for and received one of the first grants authorizing a tribe to directly implement its own child support program. Both for her work in implementing the program, and on account of her other work with children, she was awarded the National Tribal Child Support Outstanding Judge award.

As the chief judge of Lummi Nation, Judge Pouley also became acutely aware of the unaddressed domestic violence issues on the reservation. She lectured with the Center for State Courts on Project Passport and became an advocate for obtaining full faith and credit for tribal protection orders by state courts. She was given the opportunity to work with the Washington State Supreme Court and Gender and Justice Commission to give a series of presentations on the importance of state courts honoring tribal protection orders. “I was taught by truly great advocates on the dynamics and danger of domestic violence, and I knew that protecting victims, and especially children, would be critical to creating safe tribal communities,” says Chief Judge Pouley.

**Tulalip Tribal Court**

Following her time with the Lummi Tribal Court, Chief Judge Pouley began her work with the Tulalip Tribal Court. To understand her journey to this position, we return to Gary Bass, now Judge Bass. Judge Bass arrived at Tulalip in 2003. Tulalip’s in-house counsel, Mike Taylor, called his long-time friend Gary to see if he knew of any candidates for a Tulalip judgeship. Gary’s reply was that he was phasing down his practice and was very interested in the position. Tulalip wanted to hire him right away.

Judge Bass obtained his law degree from the University of Washington School of Law and was admitted to the bar in 1965. He has many years of private and government law practice—he sat on the bench for more than 20 years as a court commissioner in King County Superior Court.

Mike Taylor also has an impressive resume, with more than 40 years of practice in Indian Country, working for many different tribes in Western Washington. Mr. Taylor was one of the original attorneys who filed suit in what eventually became known as the historic Boldt decision. The Boldt decision affirmed the right of most tribes in Washington State to continue to harvest salmon. The case derives its name from Judge George Boldt of the U.S. District Court for the Western District of Washington, who decided the case.

As a result of the Boldt decision, Mike thought to form the Northwest Intertribal Court System (NICS). NICS was formed so that tribes could have their own judicial systems to continue to conduct treaty-fisheries without state control, thus satisfying the federal court’s requirement of having tribal courts to handle fisheries enforcement cases. An added benefit to having tribes’ contract with NICS for judicial, pro tem, and appellate services creates a separation of powers between tribal councils and their judiciaries. The Tulalip Tribes joined NICS in 1981.

When Mike Taylor joined Tulalip in 1993 as in-house counsel, he knew having a strong judiciary was important in terms of sovereignty and governmental authority to handle internal affairs. Besides, working on a number of other important legal issues, he thought it important for the tribes to take back criminal jurisdiction from Washington State due to minimal state law enforcement on the reservation.

Those in the tribes’ justice system knew they would soon need to hire another judge, and recommended the
of legal history and the implications of law that they immediately decided to hire her. The tribal court caseload grew exponentially, and public safety on the reservation greatly improved with a solid justice system in place. Prior to the tribal court taking over criminal jurisdiction for their area and before the court began hearing a full caseload, the main road artery was known as blood alley due to the many traffic fatalities and DUIs. Since Tulalip Tribal Police began patrolling the 22,000-acre reservation, there have been no fatalities.

Chief Judge Pouley again was given an opportunity to be a full-time instructor at Edmonds Community College a few years after becoming the Tulalip associate judge. Pondering what she should do, Mel Sheldon, Jr., Tulalip tribal chairman, came by her office one day. “He just stopped by, not for any particular reason. He asked how I was doing and wanted to make sure everything was going well, and just by his graciousness and caring and I knew in that minute that I needed to stay at Tulalip. When we are making good choices, there are signs.”

The Tulalip Tribal Court has had a variety of visitors over the years. These include everyone from local high school students to U.S. Senators and Justice Department officials, such as the Hon. David Ogden and Hon. Thomas Perrelli. In 2013, the White House contacted the tribes requesting a visit to the Tulalip Tribal Court and tour of the reservation. The court director, Wendy Church, and court administrative assistant, Stephanie Ancheta, along with Chief Judge Pouley at the helm, carefully prepared for the White House visit. The delegation included Valerie Jarrett, senior advisor to President Obama; Sam Hirsch, deputy associate attorney general, U.S. Department of Justice; and Charlie Galbraith, associate director, White House Office of Intergovernmental Affairs, among many others.

**Harvard Honoring of Nations Award**

In 2007, the Tulalip Tribal Court was awarded the Harvard Honoring Nations Award for its focus on therapeutic and indigenous approaches to criminal justice. Spearheaded by Chief Goss, Judge Bass, and Chief Judge Pouley, the tribal court practices alternative sentencing, which means using tribal resources to get clients clean and healthy. The tribal court may order clients to get chemical dependency assessments, mental health evaluations, take parenting classes if necessary, and undergo chemical dependency treatment if appropriate.

“Alternative sentencing is the proof. When we get to operate with our own custom and tradition, and meet the requirements of due process, we best serve our clients and the community,” says Chief Judge Pouley. “Being an advocate for effective tribal justice systems is probably one of my most important legal accomplishments. I know firsthand the effectiveness of tribal justice systems and by doing the hard work on the ground, not only can we prove that we can have better outcomes for our clients, but we can prove we can help our communities,” she adds.

Signature to the respect Chief Judge Pouley gives everyone, she has taken to calling defendants in tribal court “clients,” and it has caught on with the rest of law and justice staff at Tulalip, who use the term frequently and comfortably. Today, Chief Judge Pouley oversees the court and hears cases five days a week. She also oversees a tribal court elder’s panel, which is a panel of elder’s from the tribes who volunteer their time to hear young, first-time, nonviolent offenders who were referred to the panel. The elder’s panel may impose various sanctions from community service to tracing family genealogy.

So, too, Chief Judge Pouley supports Judge Bass’s juvenile Community Accountability Board (C.A.B.), a deferred sentencing program for juvenile offenders from the Denny Youth Center of Snohomish County for tribal-member youth engaged in the justice system. Notably, in 2010 the tribes hired Janice Ellis, former elected Snohomish County Prosecutor, to work as their prosecutor. Two years went by quickly, and Ms. Ellis took the position of superior court judge of Snohomish County Superior Court. Recalls Judge Ellis: “I knew my matters were being considered by a wise and insightful judge each and every day that I appeared before Judge Pouley as the prosecutor for the Tulalip Tribes. I admired her ability to ensure that every person before her was heard and valued, and her unwavering commitment to substantive and procedural due process. She is, for me and for so many others, a role model, and I try to channel Judge Pouley in my current work as a trial court judge.”

**Indian Law and Order Commission**

In a surprise call from the White House, Chief Judge Pouley was asked if she would serve on the Indian Law and Order Commission (ILOC) created with the passage of the Tribal Law and Order Act (TLOA) (signed by President Obama and enacted into law in 2011). On the heels of TLOA, Congress called for the creation of a commission to comprehensively study crime in Indian Country and ways in which to improve criminal justice in Indian Country. Says Chief Judge Pouley, “I’ve been a lifetime advocate for tribal justice systems, so it was one of my greatest moments when TLOA was passed because I had the opportunity to testify at many Senate Committee hearings on justice issues in Indian Country over the years, and in many respects it seems like someone heard me.”

The commission was tasked with the colossal job of addressing several justice issues in Indian Country, including jurisdiction over crimes committed in Indian Country; the effect of that jurisdiction as it specifically relates to the investigation and prosecution of Indian crimes and residents of Indian land; reviewing the tribal jail and federal prison systems concerning crime in Indian Country and the
To expand the spirit and intent of TLOA as it relates to the fairness and effectiveness of tribal criminal justice systems; and, facilitating further studies deemed relevant and appropriate to advance the goals of TLOA.

“IAlternative sentencing is the proof. When we get to operate with our own custom and tradition, and meet the requirements of due process, we best serve our clients and the community.”

—Chief Judge Pouley

For two years, the ILOC conducted meetings in various regions of the lower 48 states as well as Alaska to review, gain input on, and provide recommendations to the President and Congress on how to correct deficiencies within federal, tribal, and state controls of tribal justice systems. The very first meeting was held on the Tulalip Indian Reservation. Chief Judge Pouley is proud of this fact, as her support staff and all of the Tulalip Tribes worked hard to make this first meeting a success. In November 2013, the commission published A Roadmap for Making Native America Safer, calling for fundamental changes in the outdated, archaic system of the federal government’s dominance of crime on tribal lands. The recommendations were made on several emerging issues:

• To have more accountability by federal agencies on the services they provide to tribes and their tribal lands;
• To expand the spirit and intent of TLOA as it relates to tribal self-determination in operating their own justice systems;
• To have a more cohesive functioning of federal, tribal, and state officials and agencies in the areas of training, cross-communications, and access to criminal justice information;
• To allow tribes to take over all criminal jurisdiction on tribal land, including all authority over all Indian youth; and
• To recognize and empower Alaskan tribes to control their own justice systems.

The commission’s report calls for immediate action with the goal to dramatically change public safety in Indian Country by 2024, coinciding with the 100th anniversary of the Indian Citizenship Act of 1924, which gave U.S. citizenship to Native Americans and Alaska Natives.

ILOC commissioners found that tribal communities are often a haven of crime and are dramatically less safe than mainstream lands. “I loved going out visiting other reservations. You feel the spirit of the people, the obstacles they’ve overcome, and I saw tribes that had tons of resources and then tribes that had no resources,” says Chief Judge Pouley. She continues: “One thing shines through, despite rich or poor tribes, you absolutely have a group of people who are committed to making the next generation better. They all vary in their approach; they are ingenious in their innovation; and they all capitalize on their strengths, or make best use of their resources for the benefit of their clients. It’s really an amazing thing. You can’t break the spirit of people. That was really enlightening to see.”

Violence Against Women Reauthorization Act (VAWA)

Another one of Chief Judge Pouley’s passions has been holding offenders accountable for crimes of domestic violence. This passion drove her support of the proposed federal VAWA legislation safeguarding victims of domestic violence and sexual assault. With the power and compelling Congressional testimony of the Hon. Deborah Parker, vice chairwoman of the Tulalip Tribes, the Violence Against Women Act was reauthorized in 2013, extending tribal criminal jurisdiction over non-Indians that commit acts of domestic violence in Indian Country.

Chief Judge Pouley testified and spoke in multiple settings while Parker worked tirelessly on Capitol Hill pushing for passage of the act. The two teamed up with the National Congress of American Indians (NCAI) to visit Democrats and Republicans alike, Senators and House members, to let them know the importance of the act. Both wrote numerous articles, gave radio and newspaper interviews on the passage of the act, and ultimately, with the support of Washington State Senators, the act was passed. VAWA was signed into law in March 2013.

The passage was important because, as U.S. Department of Justice (DOJ) statistics demonstrate, an alarming number of American Indian and Alaska Native women suffer from domestic violence and sexual assault—at a rate three times above the national average. Many of these crimes are committed by non-Indians who are effectively beyond prosecution. The tribes cannot prosecute the offenders because they are non-Indian; the state cannot prosecute them because they are on tribal land; and the federal government does not have the resources to effectively prosecute. This jurisdictional maze makes it nearly impossible to effectively police and prosecute domestic violence perpetrators.

The passage of VAWA will allow all tribes to exercise jurisdiction over non-Indian perpetrators of domestic violence beginning in March 2015. However, there is also a provision in the act that will allow the DOJ to give authority to some tribes sooner under a special provision establishing pilot projects. As part of those pilot projects, the DOJ has set up an Intertribal Working Group comprising more than 30 different tribes investigating the possibility of exercising such special domestic violence jurisdiction.

Tulalip was at the forefront of consultations with DOJ to obtain designation as a pilot project. They designated staff to be a part of the working group and attend meetings to plan exercising the special jurisdiction. Both Chief Judge Pouley and Michelle Demmert, Tulalip in-house counsel, attended these meetings and were staunch advocates to exercise this jurisdiction. The Tulalip Tribe hopes to be among one of the communities...
first tribes in the nation to exercise the extended jurisdiction. Tulalip is hopeful and prepared to obtain DOJ approval early this year. “Really, passage of the VAWA is one of the most memorable events that happened in my life. I was absolutely honored to attend the bill signing when President Obama signed the bill into law,” says Chief Judge Pouley. She adds: “The atmosphere in that room where the bill was signed was so healing because there were advocates from all walks of life, from all areas of the country, who were able to stand shoulder-to-shoulder, and for the first time Indian women were protected like all other women in the United States. I testified before the Senate Committee on Indian Affairs that tribal courts know how to do due process, but we have the luxury of doing it in a way that reflects the values, history, and culture of the communities we serve. The passage of VAWA and TLOA both reflect that tribal courts can, and should be, in charge of their own territories. One of my biggest legal accomplishments is being an effective advocate for tribal courts. I remember testifying on the Tribal Law and Order Act [that] about one in three Indian women will be raped in their lifetime and that I could not look in my daughter’s eyes without knowing I had to change that statistic for all young women.”

For Chief Judge Pouley, “being a part of the commission is one of my most important legal accomplishments because it is the roadmap for how tribal justice systems can operate in the future. It gave me the ability to have input into the planning for criminal and juvenile justice issues for the next generation. It was a huge honor and a very humbling experience to be appointed by President Obama. It was an amazing thing. My self-perception is that I’m just an Indian woman with four children. To be involved in such an important mission was really beyond all my expectations.”

What the Future Holds

Chief Judge Pouley’s greatest passion is her family. Her children—Danny, Matt, Tyler, and Jessica—range in age from 21 to 30. “They are my best work. Each of them has a special talent and gives me a special joy. My son Danny just gave me my first grandson, Hudson, four months ago.”

When not working, Chief Judge Pouley enjoys spending time with her family at their home in eastern Washington. She especially enjoys picking huckleberries during summer vacations and reading books on the shores of North Twin Lake. “She loves her reservation, whether it’s Colville or Tulalip. She feels she is home because she is among her people. One of her great joys of her life is to love her grandchild now. She’s been a good parent and raised them well; they are all well-adjusted, with a good solid marriage. She is an upstanding Native American Judge and citizen. She could have been nominated to be a Federal District Court Judge, something we’ve talked about, but we both agree that she has this job, you have more effect on people here than being a U.S. District Court Judge,” says Judge Bass. “From our standpoint, since Tulalip has built a court that meets the needs of its people and is nationally recognized, we both want to continue that when we are not here to have that continue, to have a good court system.”

It is Chief Judge Pouley’s conviction that all children should be given the same opportunities as her children were so fortunate to have. She is a long-time advocate for the Indian Child Welfare Act and has been hearing cases about abused and neglected children for more than 10 years. She is a part of the National Council of Juvenile and Family Court Judges (NCJFCJ) tribal working group, which advocates for the education and enforcement of the Indian Child Welfare Act. “I feel a responsibility to every child that is a ward of our court to ensure they are safe, healthy, happy, and have every opportunity to succeed. But I am acutely aware that many children, Indian and non-Indian, age out of the foster care system to become homeless, incarcerated, or sometimes worse.”

Working with the Washington State Supreme Court, Chief Judge Pouley is planning the development of a Tribal–State Consortium to help tribal and county judges work together on problems facing their communities. The consortium had its first meeting at the State Judicial Conference in September 2013. “We are planning for a better future for all our kids, piloting VAWA, planning for juvenile justice, and working with our state courts to give the best services to all our children,” says Chief Judge Pouley. These achievements, she notes with pride, “are our next big steps.”

Endnotes


“I feel a responsibilty to every child that is a ward of our court to ensure they are safe, healthy, happy, and have every opportunity to succeed.”

—Chief Judge Pouley