2004
Annual
Report

COUNCIL FOR COURT EXCELLENCE

Building a More Just Society





DEAR FELLOW BOARD MEMBERS

In the more than a dozen years since the publication of Osborne and Gaebler's Reinventing Government, in every discipline and in every sector that concerns itself with success, you've heard the familiar quote: "What gets measured gets done. If you don't measure results, you can't tell success from failure. If you can demonstrate results, you can win public support."

Three years ago, the Council for Court Excellence took to heart these principles and adopted a long-term commitment to performance measurement - in our program work as well as in our continuing to build a strong infrastructure. In 2004, our work has indeed reflected this commitment.

We helped concerned community members evaluate court performance and provide their comments to judges and administrators. See page 4 to learn how the local and federal courts fared in our latest court observation project. Always mindful of the community's interest in understanding its courts, we also co-sponsored a series of Town Hall meetings by the DC Superior Court, providing civic leaders and community members alike the opportunity to directly address judicial officers and justice system stakeholders with their questions and concerns.

We continued to dedicate substantial resources to help this city's most vulnerable children and families - those struggling in the child neglect and abuse system - through data analysis and comparative studies with other jurisdictions. And we publicly reported on our findings so that all concerned citizens will know what actions the various agencies have taken to improve performance. See page 3 for more on why the Council for Court Excellence's role as an independent stakeholder has been critical to the progress made, and to learn about important next steps for the Child Welfare Leadership Team.

We also began studying the DC Superior Court's Misdemeanor and Traffic Court, an outgrowth of the establishment of a community court first recommended by CCE in 2001, to make recommendations to strengthen its performance and to document the flow of cases, detailed on page 6.

This year also saw CCE's long-term interest in juries continue through our involvement in the District's "Jury Wheel." Many Washington residents feel that they are called to serve as jurors too frequently. So, to ensure that the burdens and benefits of jury service are shared equally by all the city's eligible citizens, the Council for Court Excellence spent considerable resources in 2004 to measure the quality of the city's juror source lists. You'll find more about how we plan to substantially improve the system on page 8.

The same rigorous standards of progress that the Council has always applied to our system of justice were turned inward in 2004. Chaired by Elliott Adler, CCE's Finance Committee held a major financial planning retreat, which allowed our Board to study funding trends and make informed decisions about moving forward in the current marketplace. This topic is covered on page 9.

Any of you who knows the Council well knows that our focus on measuring performance is not new, but we clearly experienced a renewed commitment to the principle in 2004. We remain proud of our partnerships across this community, and committed to ensuring that our justice system is equipped to meet all of the many challenges it faces.

Elliott S. Hall Timothy J. May
Chairman President



DEAR CCE BOARD MEMBERS

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How wonderfully coincidental that in 2001, along with CCE's commitment to performance measurement, the Council also reaffirmed the guiding principle of justice system accessibility for all. This commitment to removing barriers to justice was very much a part of 2004, with our on-going focus on the plight of the city's most vulnerable citizens - neglected and abused children - who often cannot speak for themselves and typically have little or no access to the system. We continued our involvement in the Child Welfare Leadership Team, a linchpin to reform of the system, and as a result strengthened the team's ability to continue to improve foster care. We were particularly pleased to have Board member Joan Strand spend her sabbatical at CCE's office, conducting research into how legal representation is provided to children and indigent parents in neglect and abuse cases in the District of Columbia. This insightful study will be published in 2005.

Like our city's children, the elderly population often has little or no access to justice. In 2004, in partnership with the Bar Association of DC, the Council studied the oversight of adult wards-of-court by the DC Superior Court Probate Division, and offered a series of recommendations to improve the Division's administrative and operating procedures, detailed on page 8. Our plans for the future will continue to address the needs of the elderly as well as individuals with mental illness who are caught in the cycle of the criminal justice system.

Our support this year of the Court's Town Hall meetings was all about enhancing court-community dialogue to address perceptions of fairness and equality throughout the court process. The meetings themselves embodied the community's desire to have more access to the courts, as 87% of those in attendance agreed that the courts should develop more ways to assist those without counsel.

CCE's impact on the court process, specifically the jury system, was further recognized in 2004 when we received the DC Bar's 2004 Best Bar Project Award for our CLE Program Jury Process Education Project, spearheaded several years ago by CCE Board member Judge Gregory Mize and still going strong.

Looking back at the 2004 Justice Potter Stewart Award Dinner, I can't imagine a better selection than Lloyd Cutler and WEAVE - an individual and an organization that have embodied the fight for justice for all.

And I am particularly pleased with our increased involvement in 2004 with the Consortium of Legal Service Providers. Although CCE is by no means a service provider, the work we do to change systems is complimentary to the work done by these dedicated and inspiring service providers whose work is all about greater access. It was an honor for CCE to be involved, along with many other committed organizations, in the establishment of the Access to Justice Commission which became a reality at year end.

As I look back on my first year as CCE's Executive Director, the themes of performance measurement and access to justice have shaped our work and shaped it well. I am grateful for the guidance of an extraordinary Board of Directors, the loyalty and teamwork of a most capable staff, and the gift of many collaborative opportunities with organizations who, like CCE, seek justice system accessibility for all.

June B. Kress
Executive Director



IMPROVING THE DC FOSTER CARE SYSTEM AND FAMILY COURT

The Council for Court Excellence undertook several 2004 initiatives related to the performance of the District of Columbia's foster care system and Family Court. As we have reported in previous annual reports, foster care system reform has been a major CCE focus since mid-1999.

After nearly a year of extensive research, CCE published two reports in 2004 on the performance of the city's child protection system. The Council issued a comprehensive report May 6 on compliance with each major requirement of the 1997 Adoption and Safe Families Act and of the DC Family Court Act of 2001. Then, at the National Press Club on June 29, the Council released a report featuring highlights of the May 6 report. CCE later distributed nearly 3000 copies of the latter report widely throughout the DC community, to enhance the public's understanding of the system.

The reports were largely positive about the progress made between 1998 and 2003. CCE's research showed that by the end of 2003 the city was close to compliance with most statutory deadlines for child neglect or abuse case processing and that compliance rates were improving over time; that the DC Courts and the Mayor had implemented nearly all the changes mandated by the Family Court Act; and that the quality of Family Court child neglect hearings had risen from earlier benchmarks. Perhaps most promising, the report documented that, because of the

improvements in case management, neglected DC children who can safely return to their homes from foster care are doing so in under a year on average, less than half the time required before these reforms.

The CCE reports were not entirely positive, however. Significant remaining performance challenges include delay in achieving permanent homes through

adoption and guardianship for those

foster children who cannot return home, and inadequate services for older teenagers who face exiting the system at age twenty-one without having secured permanent ties to a family. CCE Chairman Elliott Hall testified at an April 23 oversight hearing of the House Government Reform Committee on the performance of the DC Courts, and the results of CCE's research on foster care system improvement were among the topics he addressed.

CCE continued throughout 2004 to facilitate the work of the DC Child Welfare Leadership Team, comprised of the leaders of the DC Superior Court Family Court, the Child and Family Services Agency, the Office of the Attorney General for DC, and other DC public human services agencies. Following the publication of CCE's research reports, the Leadership Team devoted the remainder of 2004 to a focus on expediting permanency for DC foster children. That work will continue throughout 2005, after which CCE will publish a third progress report to the community.

The Council also invested considerable time in 2004 in the Family Court Interdisciplinary Training Committee. This group plans train-

CHILDREN'S REPORT



2004 District of Columbia Child Welfare System Report



Judge Emmet Sullivan, Deborah Kelly, and Judge Susan Winfield



Brenda Donald Walker, Robert Spagnoletti, Elliott Hall and Tim May



ing sessions and offers them to Family Court and other public and private professionals who work with families involved in Family Court cases. Training topics presented in 2004 included Decision-making in Child Welfare, Ethics of Ex Parte Contacts in Family Court, Promoting Resilience in Young Children, Malnutrition and Child Neglect, Effect on Families of Incarcerated Parents, and

Working with Sexual-Minority Youth. The Committee also planned the Family Court's Third Interdisciplinary Training Institute, whose 2004 topic was Supporting the Emotional Well-Being and Mental Health of Children, Youth, and Families Involved in Family Court. Over 300 attended the Institute.

Another major CCE 2004 project related to the Family Court was completion of the research and draft report on a comprehensive study of the District of Columbia's system for providing legal representation to children and indigent adults in Family Court child neglect proceedings. The District mandates appointment of counsel for all parties to child neglect cases and provides compensation for most of those attorneys, which places DC ahead of many other jurisdictions in

the nation. The study identifies what is working well with that system and what needs improvement, traces results of prior studies of the system by the DC Bar, cites promising practices from other jurisdictions, and makes recommendations aimed at system reform which might attract additional highly qualified attorneys to this important field of practice. As 2004 drew to a close, the draft report was nearly completed. After review and revisions, the report should be published in spring 2005.

Early in the year, the Council was also actively engaged in consideration of revisions to the juvenile

justice laws of the District. The city's juvenile justice system has been performing poorly for a number of years, and its operations are under a continuing court order to improve. The DC Council Judiciary Committee held two hearings on a variety of proposed legislative changes aimed at improving the system and enhancing public safety. CCE's Children in

Luxenberg presented CCF's

Luxenberg presented CCE's testimony at a January 14 hearing, and CCE Executive Committee member Joan Strand testified at a March 17 hearing. On November 29, the DC Council passed the Omnibus Juvenile Justice Act of 2004, which combined elements of the several bills about which CCE had provided testimony.

CCE's 2004 work related to foster care and the Family Court was funded by the Freddie Mac and Annie E. Casey Foundations, by the United States Congress, and by CCE's board and other contributors. Thanks are also due to GEICO Corporation, which printed CCE's June 2004 progress report to the community as a public service.



CCE takes on an advocacy

role to improve DC's criminal justice system

David Cynamon and Linda Bostick

Increasing Public Understanding of the Courts

As part of its mission to increase public understanding and support of the justice system, the Council for Court Excellence's Public Service Committee sponsored the first organized court observation project in a federal level courthouse. One hundred community volunteers were recruited and trained to evaluate all publicly-accessible aspects of the US District Court for DC, including courtrooms, the Clerk's Office, the Juror's Lounge, the physical condition of the courthouse, and the public demeanor of the various court employees, including judges, clerks, and security personnel.

This was the Council's third court observation project overall after two successful projects in the Superior Court for DC's Criminal Division (2002) and Civil Division (2001). The diverse group of 100 committed community observers contributed their time with over 400 separate in-court observations, comprising 1,200 hours of observation time. It is through projects like the Court

Observation project that the Council provides community members with a direct voice into how their court systems are run while, at the same time, providing the court with the invaluable common-sense perspective of people who do not regularly frequent the building.

final report, entitled Community Observation of the United States District Court for the District of Columbia, was published in August of 2004. Overall, the court observers gave very high marks to the judicial officers and court employees. While the report was largely complimentary, it did arrive at some fairly critical findings about the court and facilities management, and presented fifteen recommendations to the court. Three months after the report was published, CCE convened a public formum for the Chief Judge of the US District Court for DC, the Honorable Thomas F. Hogan, and his assistant Sheldon Snook along with court observers to follow up on those findings and recommendations.

The project was led by Public Service Committee Co-Chair Linda L. Bostick, a civic member of CCE's Board of Directors. The Council

would also like to thank the project's steering committee; the assistance of Dr. Beatrix Siman of American University; Dean Shelley Broderick and

Professor Natalie Wasserman of the University of the District of Columbia School of Law; Barbara Yeomans and the DC League of Women Voters; United States District Court Chief Judge Thomas F. Hogan and his assistant Sheldon Snook, Clerk of Court Nancy Mayer-Whittington; and last but not least the volunteer court observers for their commitment to this important community

project. The full report can be obtained through our website at www.courtexcellence.org.

Assisting Other Iurisdictions

Drawing from the Council for Court Excellence's experience from conducting three court observation projects in four years, the Council decided to put its know-how "on paper" and craft a court observation handbook to help other jurisdictions looking to organize their own court observation projects. The handbook provides a thorough description of what planning and implementing a court observation project is, including a month-bymonth project chronology. Also included are many examples of CCE forms, letters, training materials, etc., which can be easily adjusted for any jurisdiction. The handbook will be printed in mid to late 2005 under the auspices of the Public Service Committee.

Spreading Our Message Internationally

In its effort to spread the message of openness in the justice system by teaching jury and justice-related matters to visiting delegations of for-

eign nationals, the Council for Court Excellence organized four "Q&A sessions" with international visitors from Latvia, Japan, Sri Lanka and Ukraine.

COURT OBSERVATION



CCE published Community Observation of the US District Court for DC, the first court observation project in a federal courthouse nationwide



Members of our court observation corps at the endof-project meeting

Among the issues that the visiting delegations were most concerned with were how CCE functions in today's changing society; how a non-profit organization is viewed by the court; how to help the courts implement innovations in jury trial procedures; how to successfully manage a jury service public education campaign; and how an organization like CCE helps promote transparency in government and the justice system.

Board members from such law firms as Williams & Connolly and White & Case LLP have been instrumental in hosting these sessions and providing the visitors with much needed guidance. Special thanks to CCE Board members Steve Umin, of Williams & Connolly, and Ellen Jakovic of White & Case LLP for hosting the visiting delegations for 2004.

STRENGTHENING COMMUNITY COURT PERFORMANCE

In September, the Council for Court Excellence was hired by the DC Criminal Justice Coordinating Council to document the flow of cases through, and to make recommendations to strengthen the performance of, the DC Superior Court Misdemeanor and Traffic Court. The Misdemeanor and Traffic Court is one of two community courts established in the DC Superior Court as a result of the Council for Court Excellence's 2001 "Roadmap to a Better DC Criminal Justice System." A community court seeks to reduce recidivism by addressing problems not traditionally dealt with by the jus-

not traditionally dealt with by the justice system, such as addiction, joblessness, and mental illness.

The Court adjudicates low-level DC misdemeanor cases (such as possession of open container of alcohol and panhandling) as well as traffic matters (such as D.W.I. and driving without a permit). Persons brought before the court for the first time on specific offenses may be eligible to participate in diversion programs, including community service and alcohol counseling. The prosecutor

agrees not to prosecute the case if the offender successfully completes the diversion program requirements.

The Council for Court Excellence project will conduct interviews of system stakeholders; describe how cases move from the time of arrest to disposition by the court; identify available diversion options; analyze case processing time and recidivism data (if such data is available); and compile a demographic profile of offenders. A final report with recommendations will be presented to the Criminal Justice Coordinating Council in September 2005. Members of CCE's project advisory committee, chaired by Cary Feldman, include Patricia Frohman, Samuel Harahan, Michael Hays, Larry Hobart, Dick Hoffman, Richard Luchs, Kathleen Voelker and Charlotte Cluverius.



Steve Umin and June Kress host a visiting delegation from Latvia



Rod Page and Judge Paul Webber



Dr. Mary Quinn, Cheryl Burke and Marcia Calhoun

ENHANCING COURT-COMMUNITY DIALOGUE

Following the publication of their first-ever Strategic Plan in 2003, the DC Courts convened town hall meetings with DC citizens to solicit feedback on the courts' performance and to have citizens identify issues facing the DC community. The

Council for Court Excellence co-sponsored the Courts in Partnership with Our Community town

hall discussion series in fall 2003 and spring 2004, with the generous financial support of Good Samaritan, Inc. Approximately 300 citizens participated in six lively town hall meetings across the District of Columbia. Using individual, computerized touchpads, citizens responded to questions posed by a facilitator hired by the courts. The topics addressed included perceptions of fairness and equality

throughout the court process, the Court's role in responding to complex social problems, and timeliness of moving cases to disposition.

While many town hall participants, according to the findings, "chose to attend [the town hall meetings] because they had a previous court experience about which they were very dissatisfied," this appears to be the first attempt by the DC Courts to reach out publicly and systematically to explore citizens' concerns. The findings of these meetings were published by the DC Courts on October 15, 2004 in a publication entitled Courts in Partnership with Our Community. Some of the major findings of this report included:

- 87% agreed that "the Courts should develop more ways to assist those without legal counsel."
- 80% agreed that "the Courts play an important role in the safety and stability of the community."
- 71% felt that "the Courts do not provide enough informationabout their services and procedures."
- 62% agreed that "people receive fair outcomes when they deal with the Courts."

- 52% agreed that "most juries are like an average group of people in my community."
- 27% felt that court cases were resolved in a timely manner.
- Top community-identified problem: Drug selling and public use was identified as the top problem in three of the four meetings, and the second

biggest problem in the other meeting.



Judge Curtis von Kann and Caryl Bernstein



Fall 2004 newsletter



Jim Lee, Nancy Lesser, Tim May and Judge Jose Lopez

IMPROVING CARE FOR ADULT WARDS-OF-COURT

The Probate Review Committee, a partnership between the Bar Association of DC and the Council for Court Excellence, in May issued a report recommending improvements to the oversight of adult wards-of-court by the DC Superior Court Probate Division, later covered by the Washington Post in an article entitled 'Report Faults Court on D.C. Wards' Care." The Probate Review Committee was formed in response the June 2003 Washington Post series on the care of adult wards-of-court in the DC Superior Court, which documented lax oversight by the Court of adult wards of the court and patterns of neglect by some of the DC Superior Court's Probate Division Panel of approved attorneys who are eligible for such appointments.

The report offered recommendations addressing selected Probate Division administrative and operating procedures, including providing direct judicial oversight of guardianship and conservator reports; enhancing communication between the probate bar, the bench, and Probate Division staff; suspending or

disqualifying from the Fiduciary Panel seriously derelict probate attorneys; and other issues. However, the report excluded from its review the perspectives of clients' families, groups who provide legal services to the elderly, the DC Government, and jurisdictions which successfully oversee the adult guardianship and conservatorship process.

lust before the release of the Probate Review Committee report, the Council for Court Excellence was invited to testify before the House Committee on Government Reform in April at a hearing entitled "Justice for All: A Review of the Operations of the District of Columbia Superior Court." One of the main topics of the hearing was the DC Superior Court Probate Division and its oversight of adult wards.

IMPROVING JUROR RESPONSE RATES IN THE DISTRICT OF COLUMBIA

In 2003, only 14% of District of Columbia residents summoned for jury duty appeared at the courthouse. This very low yield prompted the Council for Court Excellence to hire a national jury expert at the National Center for State Courts to work with the District of Columbia Courts to examine the juror summoning process and make recommendations for improvement. This project will also improve juror response rates to the US District Court for the District of Columbia, which experiences similarly low juror yield, because that court receives its list of possible jurors from the District of Columbia Courts.

Based on preliminary analysis performed in 2004, it appears that management of the juror source list (e.g., names of potential jurors selected from lists provided to the DC Courts by the DC Department of Tax and Revenue, the DC Department of Motor Vehicles, and the DC Board of Elections and Ethics) is the primary factor in the low juror yield.

The list of jurors on the DC Courts list contains almost 900.000 names, almost two times the number

> of adult DC residents. Willful non-response to juror summonses appears to be the other major problem, though of a lesser magnitude than source list management issues.

A final report will be issued in 2005, with recommendations to improve the juror summoning process, including steps to improve source list management and to improve enforcement of juror summonses.



Marc Sherman, and Elliott Adler



Judge Mary Ellen Abrecht, Gary Abrecht, Judges Joan Zeldon, Rufus King and Robert Rigsby



Bill Jeffress, John Clark, Tami Lewis and Kathy Patterson

SETTING FINANCIAL PRIORITIES

On September 23, nineteen members of the CCE board, along with staff, spent several hours at a financial retreat reviewing the last 10 years of fiscal history, the current financial picture, and options for the future to increase CCE's sources of revenue. The meeting was chaired by Finance Committee head Elliott Adler and hosted by Court Improvements Committee Co-Chair David Cynamon at Shaw Pittman LLP.

The first item on the agenda was a look back at CCE's last financial planning retreat held in April of 1996. Since then, many of the organization's financial goals have been met,

such as an increase in the annual budget, the creation and implementation of a capital campaign strategy, and hiring a full-time development director. In the area of membership, however, there was a clear consensus reached that CCE has not done enough to strengthen and broaden its membership support, especially in the business and legal sectors. Consequently, it was agreed that the Board, through the efforts of CCE's Membership Committee, will make membership a greater priority in the future. The meeting also focused on current

finances, noting that because foundation funding has decreased, CCE must pay special attention to diversifying its sources of revenue, and building the membership holds great potential. Following the retreat, a report was drafted for presentation to the Executive Committee in November, followed by a formal presentation to CCE's full Board of Directors at its annual meeting in December.

CELEBRATING EXCELLENCE IN LEADERSHIP

On May 11, 2004, The Council for Court Excellence presented its Eighth Annual Justice Potter Stewart Awards to Lloyd Cutler, name partner at Wilmer Cutler Pickering Hale and Dorr (formerly Wilmer Cutler Pickering LLP) and Women Empowered Against Violence (WEAVE). The awards were presented in front of a sold-out crowd at an elegant dinner at the National Museum of Women in the Arts.

After dinner Marcia Greenberger, Co-President of the National Women's Law Center, delivered remarks in honor of WEAVE, stating

that WEAVE "epitomizes the extraordinary contribution in improving people's lives that our legal profession can make." Lydia Watts, on behalf of WEAVE, expressed gratitude to the Council for the award. She also thanked Wilmer Cutler Pickering for its instrumental role in assisting WEAVE with its mission.

The Honorable Patricia Wald then provided a moving tribute to the legendary Lloyd Cutler and commented, "He has indeed become almost a fourth branch of government which the other three defy at their risk."

Mr. Cutler paid tribute to Justice Potter Stewart as he delivered his acceptance with warmth and grace.

The Stewart Award is given by CCE each year to individuals or organizations which have contributed over an extended period to improving the justice system in our community. CCE expresses continuing thanks to Andy Stewart for her support of our giving this special award in honor of her late husband, Justice Potter Stewart. Special thanks also go to all the financial contributors to the dinner. to Peter Kolker, chair of the award selection committee, to Bill Jeffress, chair of the dinner committee, and all the members of those two committees.



Lloyd Cutler receiving the 2004 Potter Stewart Award from Judge Patricia Wald



Tim May and Marcia Greenberg present the Stewart Award to Lydia Watts of WEAVE (Women Empowered Against Violence)

CELEBRATING THE COUNCIL FOR COURT EXCELLENCE

On March 8, 2004, CCE hosted a very successful networking event at the Supreme Court of the United States. Over fifty members of the Board of Directors, as well as many other guests, took advantage of this opportunity to meet each other, and to welcome June Kress, the new Executive Director of the Council. We thank Justice Sandra Day O'Connor for sponsoring this event, and were honored that she and

Justice Ruth Bader Ginsburg attended.

THE COUNCIL'S FINANCIAL YEAR IN SUMMARY*

	UNRESTRICTED	TEMPORARILY RESTRICTED	TOTAL
Total Support and Revenue	\$922,139	(\$79,838)	\$842,301
Expenses:			
Program	514,682		14,682
Administrative	141,548		141,548
Resource Development	150,450		150,450
Total Expenses	\$806,680		\$806,680
Excess (deficiency) of revenue over expenses	\$115,459	(\$79,838)	\$35,621

^{*}Audit not yet complete. A copy of the 2004 audited financial statements for the Council for Court Excellence may be obtained from the Council's office after June 2005.

2004 CCE CONTRIBUTIONS LIST

The Council for Court Excellence is pleased to acknowledge and thank individuals, businesses, law firms, and foundations who have contributed to its work this year. The Council raises its resources through a variety of means. The amounts noted below represent pledges and gifts from organizations and individuals from January I through December 31, 2004. Board membership dues are not included on this list, but all Board members are listed on the preceding page. We apologize if we have inadvertently left your name off the list, or listed you in the incorrect category. Please call us so we can correct our mistake.

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Criminal Justice Coordinating Council

Freddie Mac Foundation **United States Congress**

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