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CITIZENS INFORMATION SERVICE, INC.

FINAL REPORT \*

of

Grant #036

(Office of Law Enforcement Assistance,  
Department of Justice, grantor)

covering the period June 1, 1966 through September 16, 1967

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## I. BACKGROUND AND AIMS

In early November of 1965, Mr. Peter White, Deputy, Crime and Juvenile Delinquency Division, United Planning Organization, requested that the UPO Program Division write the section of the 1966 submission to Health, Education, and Welfare dealing with citizens' complaints in the United States Attorney's Office located in the D. C. Court of General Sessions. The Program Division suggested that this would be an appropriate project for a group of people involved in UPO programs to undertake, and such a group was formed with the assistance of the Director of Neighborhood Development Center #2.

The group met several times during November. They began their work by studying the description of the problem contained in a special report prepared by Mr. Harry Subin, who was then with the Office of Criminal Justice in the U. S. Department of Justice and is now with the National Crime Commission. They then made several visits to the U. S. Attorney's Office and interviewed complainants before and after they had spoken with Assistant U. S. Attorneys at the counter and followed certain cases through the completion. After intensive discussion of impressions received and suggestions made by group members as to how the situation might be improved, a first

draft of the proposal was written. This draft was distributed to Mr. Dugas, Director, Neighborhood Legal Services Project; Mr. Banks, Director, UPO; Mr. Bellow, Deputy Director, UPO; Mr. Hugh Johnson, Director, Crime & Juvenile Delinquency Programs, UPO; Mr. Sy Rotter, Director of Programs, UPO; Mr. William Tutman, Director, Program Design Division, UPO; Mr. White, and other appropriate UPO staff members. Mr. Subin delivered a copy to Mr. Tim Murphy, Chief Assistant U. S. Attorney (now a D. C. Court of General Sessions judge), and the group then met with Mr. Murphy in his office to discuss his ideas concerning the proposal. As a result of the reactions received from these people, the group revised the draft in January, again circulated it, and prepared a final proposal in February.

During the development of the proposal, the sponsors questioned whether HEW was the most appropriate funding source for a Citizens Information Service, in that UPO funds from HEW may only be spent for programs serving residents of the Cardozo area. They requested of Mr. Banks, Mr. Bellow and Mr. White that the CIS proposal not be submitted to HEW but rather to the Law Enforcement Assistance Office of the U. S. Department of Justice, and the CIS proposal was subsequently omitted from the submission to HEW.

A. Sponsors

A task force composed of both grass-roots citizens, professionals and heads of some of the city's social service agencies was organized by the UPO Program Analyst. This group was representative of various

A. Sponsors (continued)

neighborhoods of the city and its members later became the first administrative Board of Directors of Citizens Information Service.

The Task Force sought the expert opinion of knowledgeable UFO staff and others outside of UFO. Among this latter group were Mr. Murphy; Mr. David Bress, U. S. Attorney; Mrs. Ruth Bates Harris, Associate Director, Commissioners' Council on Human Relations; Mr. Abe Makofsky, HWC; Mr. Walter Tobriner, D. C. Commissioner, and D. C. Chief of Police John Layton. There were some conflicting opinions expressed by the experts and the proposal represented the compromises arrived at after extensive discussion of each suggestion put forth.

B. Problems

CIS addresses itself to the following inter-related problems which exist in the Washington, D. C. community:

1. An excessive and inappropriate demand made upon the U. S. Attorney's Office to deal with matters which are either non-criminal in nature, or have no prosecutive merit.

The organization of the judicial system in the District of Columbia differs from other United States cities because of its Federal administration. The closest thing to the "D.A.'s Office" is the separate branch operated by the United States Attorney in General Sessions Court. This branch is under the control of the Chief Assistant U. S. Attorney who has one Deputy and a fluctuating number of Assistants. Most of these Assistants are new members of

the U. S. Attorney's Office who use their relatively short experience in the Office (less than a year as a rule) as a "training ground." The turnover among staff assistants is high.

In addition to conducting the normal business of the Office involving over 14,000 matters called on the calendar in the U. S. Branch, this small staff attempts to handle an additional 14,000 citizens complaints brought into the Office each year.

All of these matters are handled in a long room, divided almost in half lengthwise by a counter, behind which sit the Assistants. Each day one Assistant is assigned to listen to citizen's complaints. The complainants write their names on a yellow pad and are called in turn. It is not unusual for complainants to wait several hours to be called to the counter. The assistant hears an estimated 47 complaints a day, or some eight an hour. With an average of about eight minutes in which to consider each case he must decide first whether a crime was committed, and whether that crime appears serious enough to warrant prosecution.

Warrants are issued in only 11% of the cases and of this 11% it is estimated that in somewhere between 50% to 75% of these cases prosecution is not pursued by the complainant. When time allows other complainants are given an "afternoon hearing," a substitute for a formal legal process in which the parties are requested to appear and through this confrontation the issue may be solved. Again, it is estimated that 25% of the people called to these hearings do not subsequently appear.

Since the great majority of the complaints did not have prosecutive merit, many troubled and confused people were turned away without being helped. This is because the problems brought to the counter by citizens are essentially social, not legal problems, although many have some legal, but not necessarily criminal, implications. The Assistants are trained in law, not social work, and their job is to practice their profession in respect to criminal law, not to settle domestic disputes or quarrels between neighbors, find a man a job, refer a retarded child to clinic services, get a stay of eviction, or indeed to handle the multiple problems of the deprived population coming to the counter.

The overworked Assistants then, have not the time, the knowledge, or the essential job responsibility of helping the complainants in non-legal matters.

2. The absence of a central and accessible resource for citizens complaints.

There is no referral service in the District which brings together the knowledge of all the community resources, large and small. The service operated by the Health and Welfare Council and used extensively by the HWC agencies, provides much help to these agencies which encounter multi-problem families needing special resources. The service is important, but limited, and the citizens with whom the sponsors are concerned are largely ignorant of HWC, other opportunities for help existing in their own neighborhoods, or in the larger community.

3. The absence of an opportunity for complainants to be heard promptly and in private.

It is clear from the above description of the Office that complainants are not systematically directed to appropriate community resources for help, and what help they do get is given in a setting which does not preserve confidential relationships or encourage communication.

4. Deteriorating police-community relations in deprived neighborhoods.

A great many of the people who presently find their way to the counter are sent by local precinct policemen. Most complainants come from those precincts where there are limited social and economic resources for the residents, and also where community-police relations are not generally cordial. However, when the police consistently send troubled people to get help where help cannot be obtained, it does little to improve police-community relations or the image of the police in the eyes of the citizens.

5. Absence of documentation of the adequacies and inadequacies of community institutions in relation to the needs of the citizens.

Public and private social institutions must be responsive to the needs of citizens. There is often a "lag," however, between the needs of the citizenry and the institutional changes which must be brought about of the institutional personnel who do not have the facts as a basis for planning change, and on the part of the

citizenry who do not know how the situation might be improved, and thus do not create a demand for change. There is not, at present in D. C. a central source which can provide both the facts concerning the needs of a cross section of the population and the ability of the community institutions to respond to these needs.

6. The lack of sufficient numbers of professional personnel particularly in the fields of social work and law.

There are not enough social workers or lawyers to serve the population on a one-to-one basis, and if there were, the cost of mounting such a project would be excessive. Ways must be found to factor out the tasks now done by professionals in many fields which can be done competently by others, thus relieving these professionals of inappropriate tasks they now perform. This process is now taking place within many professions throughout the country and in a variety of settings, and there is growing evidence that the employment of non-professionals has unanticipated advantages. One of these is the ease of communicating with clients, particularly in the areas of social work. Further, the employment of non-professional neighborhood residents who know intimately and personally the resources in their neighborhoods may demonstrate a new way in which referral services can insure service.

C. Scope of Services

In essence, the proposal sought to establish a new screening and referral service, staffed by both professionals and non-professionals, located near the Court of General Sessions building, which would offer both legal and social referrals to appropriate community

resources. Legal referrals would be to the U. S. Attorney's Office, neighborhood law offices of the NLSP, the Legal Aid Agency, the Legal Aid Society, the Lawyer Referral Service, or other public or non-profit legal resources. Social referrals are to UGF and HWC agencies and particularly to neighborhood-based agencies and institutions where possible. The service provides a systematic follow-up of referral results, not only for the results of specific employment, social, health or other services, but also for result of efforts to involve complainants in community organization programs where such exist.

A subsidiary goal of the sponsors is to explore the possibilities for decentralizing CIS once it has been firmly established. It was, however, thought to be unwise to begin the service on a decentralized basis. Residents of the community, police officers and others are all accustomed to appearing at, or referring people to, the "D.A.'s" office, and it is impossible to re-educate the population so quickly. Furthermore, in a new project such as this, the training of staff and the securing of cooperation of community agencies is of the greatest importance. Staff should not be sent out to manage small CIS satellites until they are expert in their job, and close operational control of such a project in its infancy is necessary to its success. Perhaps the most important reason, however, is that the location of subsequent CIS offices can only be planned after documentation of where the most appropriate locations for such offices would be. A year's experience will show where clients come from, what their

problems are, where they went for help, and what help was received. This data then will provide the basis for intelligent planning for future operations.

Decentralization of CIS should also be done in accordance with similar efforts on the part of D. C. Government agencies, the courts, and private legal and social services, plans for which are being currently developed.

The project employs people who live in, and have intimate knowledge of, the resources in the various neighborhoods. These Citizens Aides establish and maintain personal relations with the people who run these services, thus insuring that no referrals are made unless help is available at the other end. In addition, they are responsible for assuring the cooperation of the various agencies in maintaining simple follow-up procedures. Further, community organization contact is arranged with the neighborhood workers in each NDP and NDC area for those complainants who live in these neighborhoods.

The project plans to equip precinct police with pads of referral slips to the CIS. Citizens Aides are required to maintain cooperative relations with the police in the neighborhoods which they "represent" and to assist the police in acquiring more information about community resources.

Funds were provided for a training program which included basic orientation before the service begins and intensive on-the-job training after CIS opened.

U.P.O. Research Division planned a data evaluation of the program at the end of the grant period. This includes the maintenance of basic data on the people served, where they were referred, and what service they obtained. Ample funds for the employment of consultants for both training and evaluation were provided.

A screening and referral service, located near the court, can offer both legal and non-legal referrals to citizen complainants. Operated in close cooperation with the U. S. Attorney's Office, the CIS affects the activities and public image of the prosecuting attorneys and of the police; the citizens' capacities to solve their problems; and the operations of community resources. CIS bridges the efforts of the U. S. Attorney's Office, the police, and the social agencies because it promotes cooperative relations among them, while changing the citizen's attitude toward all of them. Because of its impact on court and police personnel, the project is directly aimed at improved law enforcement and administration of justice. Because of its impact on social agencies and citizens, it is indirectly aimed at prevention of crime.

The CIS improves the efficiency of the U. S. Attorney's Office by relieving the attorneys of non-criminal complaints; it provides a mutual educational opportunity for the staff of the Office and of the CIS; and it enhances the "image" of the "D.A." as someone who helps as well as prosecutes.

Direct help is provided to those policemen who now are required to spend time investigating cases after warrants are sworn

in which the parties do not subsequently prosecute. In addition, the police now have an effective resource to send people to--a fact which greatly enhance their relations with the community, particularly in the neighborhoods. Further, the mutual education which goes on among the police, the CIS staff, and representatives of social and legal agencies results in a clearer understanding of the roles of each group, and an increased knowledge on the part of the police of the many community resources which exist for helping people, but of which they were formerly ignorant.

CIS will enable the complainant to be listened to, promptly, and in private. The CIS staff member will provide the complainant with a thoughtful referral to an appropriate resource and will make sure the citizen receives help.

The use of non-professional staff demonstrates that parts of the jobs usually performed by professionals can be performed, under supervision, by non-professionals, thus relieving the professionals of undue burdens and opening new career lines for untrained people. Because the non-professional Citizen Aides will be hired from neighborhoods in which the complainants live, the complainants will be able to talk with staff who "speak their own language," and who are so familiar with the life styles of the complainants that advice given is realistic and more readily accepted by the complainant.

By making full use of all the resources in the community, CIS promotes maximum cooperation between the U. S. Attorney's Office, the Police and social agencies. It also promotes among the citizens

an increased awareness of what the community offers and what it should offer. By connecting the citizens with neighborhood organizations, CIS plays a part in developing a responsible community of alert and active citizens, able to plan for needed community services and thereby reducing the demand upon the U. S. Attorney's Office.

D. Population Served

The sponsors estimated that approximately 15,000 citizens, including an estimated increase in referrals to CIS from the police, would be served during a year's operation. It appears that most of the complainants who seek out the "counter" are both poor and ill-informed. People who can afford lawyers or psychiatrists, or who know where to go for help with social problems, do not typically seek help at the counter.

E. Administrative Design

The original project plan provided for staff to be phased-in as follows: during the first quarter--project director and receptionist-typist; at end of that time, the attorney, social worker, 5 citizens aides and one clerk-typist; at the end of six months, five more citizens aides and a second clerk-typist; at the end of nine months, another five citizens aides and a third clerk-typist.

The necessity for changes from the proposed staffing plan became evident immediately. The project director and receptionist-typist were not hired until November and in December five aides,

1 clerk-typist, the social worker and the attorney joined the staff. With lapsed funds existing in salaries, reallocation of funds for the establishment of three new positions was requested in December and subsequently granted. These positions were:

1. Secretary to the Executive Director - needed to handle correspondence, appointments, dictation, minutes of Board meetings.
2. Administrative Assistant/Bookkeeper - overall supervisor of clerical personnel, personnel records, payroll and time records and general administrative duties delegated by the Executive Director.
3. Community Resource Specialist - to recruit, train and assign volunteers to survey community resources for compilation of the Community Resource Index. Half-time position for a period of six months.

The administrative assistant/bookkeeper and community resource specialist were hired during January, five additional aides in February and a clerk-typist in March. One citizens aide was transferred to the position of secretary to Executive Director and her vacancy was filled by hiring another citizens aide.

In March, the need for a secretary to serve the professional staff to aid in typing their various reports and general correspondence was indicated. This was approved by Justice Department in May and a secretary was hired for that position.

In April the Executive Director recommended to the Executive Committee and they concurred that the five citizens aides positions scheduled to be filled in May be left vacant until the volume of clients reached a level to warrant these additions. The total staffing (19) was then complete.

CIS is a delegate (contracting) agency of the United Planning Organization the anti-poverty coordinating agency for the Washington Metropolitan area. It is administered by a Board of Directors whose By-laws require that one-half of its membership be "from geographical areas in which live those citizens who are most likely to utilize the services of the corporation. The remaining members of the Board of Directors shall come from any geographical areas and shall be equipped, able, and willing to contribute to the welfare and operation of the corporation." UPO provided all necessary technical assistance in mounting the project, staffing, formation of the Board locating space, etc.

1. Staff and Staff Organization

The general functions of staff are described below:

a. Executive Director

Responsible for over-all program of the office, expenditures and fiscal operation, continuity of work assigned to all personnel and awareness of their day-to-day activities. He recruits and hires all staff. He reports to the Board of Directors only for policy and fiscal authorization.

b. Social Worker

Supervises citizens aides, provides on-the-job training for citizens aides in aspects pertaining to social work. Responsible for keeping statistical records and case history files, counsels clients where indicated.

c. Attorney

Provides supervision to citizens aides in legal matters. Legal on-the-job training of citizens aides. Interviews clients with legal problems whose complexities are beyond the training of citizens aides. Determines if the client needs legal help. He does not provide legal services.

d. Community Resource Specialist

Recruit, train and assign volunteers to survey community resources for compilation of Community Resource Index

e. Administrative Assistant/Bookkeeper

Maintains fiscal records of agency, prepares budgets, payroll and tax reports, personnel records, and assists Executive Director with such administrative duties and special projects as he may delegate.

f. Secretary to Executive Director

Personal secretary to Executive Director and performs usual duties incident to that position.

g. Staff Secretary

Performs secretarial duties for professional staff as needed.

h. Citizens Aides

Interview complainants and made referrals to appropriate community resources. Maintains daily records of clients and writes up case history of each.

i. Clerk-typist

General typing, filing and related clerical duties.

j. Receptionist-typist

Interviews all incoming complainants, getting basic information for case history. Answers all incoming calls and receives all visitors to office.

F. Employment of Indigenous Workers

A central goal of the original project plan was to refer people to neighborhood-based services where possible. The design of hiring indigenous workers who would be aware of these services seemed evident and this plan was followed when doing the original staffing. In practice, however, the feasibility of using indigenous citizens aides is dubious; it is necessary that all citizens aides have a knowledge of services in all areas. Sometimes many clients will come into the office at one time from the same area while other areas would not be represented in intake. This would result in some citizens aides having a small caseload or clients waiting to see the representative of their area. Also, the caseload from particular areas was not as anticipated. For example, it was expected that the bulk of the clients would come from the Cardozo or Shaw areas of Northwest which are generally considered

to be the high density poverty areas of the city. However, analysis of the incoming cases shows the preponderance came from the Northeast and Southeast sections of the city. Therefore, no attempt is now made to hire workers on the basis of geographic location. Suitability for the work is considered the prime requisite.

## II. METHOD OF OPERATION

### A. Planning the Project

On May 25, 1966, a grant proposal to establish Citizens Information Service was sent to the Office of Law Enforcement Assistance. The grant request was for a two year period-- June 1, 1966 to May 31, 1968--for a total of \$282,165. However, OLEA did not feel it could commit itself to support of the project for this length of time and in consultation with UPO, subsequently (on June 1, 1966) awarded to that agency \$122,677 for the grant period June 1, 1966 through July 31, 1967. Later revisions changed the grant award to \$120,957 and extended the grant period through September 16, 1967.

The first two months under the grant did not require the expenditure of LEAA funds. During this time the UPO-CIS coordinator was assigned to work half-time in activities which would aid the implementation of the project; her salary was paid from non-Federal funds. The coordinator's activities included the development of a more broadly based Citizens Information Service Advisory Board; preparation for the development of the Community Resources Index, the development of cooperative relations with community agencies and the courts, specifically with the Chief Assistant U. S. Attorney's Office; the location of space; and planning the recruitment, selection and employment of an Executive Director.

1. Citizens Information Service Advisory Board. The original application to OLEA called for the development of the

Citizens Information Service Advisory Board as one of the first tasks to be undertaken. The coordinator, working with the original task force members, encouraged this body to broaden their base and to include representatives of key social and legal institutions in the District on their Board. After this group made a determination of the kinds of people which they wish invited, invitations were extended by Mr. James Banks, Executive Director of UPO, and the first official Board meeting was held on August 18, 1966.

At this first meeting the Board established five committees: a) Personnel Committee; b) Nominating and By-Laws Committee; c) Community Resources Committee; d) Space Committee; and e) Training and Research Committee.

The Personnel Committee met over an eight-week period and as a group interviewed 25 candidates for the position of Director. The Personnel Committee conducted an intensive search for qualified candidates and eliminated all but three prospects for final selection by the full Board. During this period the Nominating and By-Laws Committee also met and proposed a slate of interim officers which was adopted by the full Board at its meeting of September 22, 1966.

2. Community Resources Index. One of the by-products of the Citizens Information Service project has been the stimulation of some 17 women's voluntary groups, representing various income, racial and religious components of the community, in the development of the Community Resources Index.

During the early months the coordinator conferred with Ford Foundation officials who had been responsible for financing a study of information and referral services both in Great Britain and in the United States. The Ford Foundation was extremely kind in opening its files to the coordinator and arranging personal meetings and other contacts with people throughout the United States who were similarly engaged in the development of information and referral services in large urban communities. Some months previously the Mayor of New York City had cause to have assembled a Community Resource Index for the City of New York. The coordinator conferred with the staff who had assembled this index and also observed its use in one of the welfare centers in the Bronx. In addition, a somewhat similar project sponsored by the Lincoln Hospital Center, which operates four Neighborhood Information Centers in the Bronx, was observed. These centers were all visited and much helpful information was obtained concerning records and reporting systems and staff training programs. This agency was also very cooperative in donating staff time and written material to CIS for its later use.

Recognizing that the choice of Director could not be accomplished by September, a full-time, temporary consultant was employed whose major responsibilities were two-fold: 1) to organize and coordinate the construction of the Community Resources Index by volunteers; and 2) to work out a training syllabus for CIS future staff.

A file of the names, addresses and telephone numbers of over 1,000 community resources was collected. The great majority of

these were individually visited by volunteer interviewers trained for this purpose. An interview schedule was constructed, and interviews were conducted throughout the city. Although the Junior League of Washington wished to take this on as one of their projects, they were encouraged to join with other groups of volunteers and to conduct this work in concert with representatives of these groups.

3. Community Relations. During the development of the proposal and throughout the early planning stages of the project, the cooperation received from the Office of the Chief Assistant U. S. Attorney in the D. C. Court of General Sessions was unusually helpful. Before his appointment to the bench, Judge Murphy served on the CIS Board, held the office of Treasurer, and served on the Personnel Committee.

Key D. C. Government agencies, such as the Department of Public Health and the Department of Welfare; voluntary agencies, such as the Health and Welfare Council; the D. C. Bar Association and many others were personally visited in an attempt to provide "community readiness" for the Citizens Information Service project. CIS representatives attempted to stress the concern of CIS to complement, rather than supplant, existing information and referral services, and a high degree of cooperation was achieved through these discussions.

4. Staffing. The project budget indicated how the project operation was to be phased-in over the course of a year. This phasing in was necessitated not only by funding considerations, but also

because of the firm intention on the part of the sponsors to allow sufficient time for the project personnel and Advisory Committee to anticipate and plan in detail the day-to-day operations of CIS.

In the first quarter the Project Director and one Receptionist-Typist were to be employed and ready to begin work. During this period arrangements for suitable space were to be made and equipment secured. In addition, the Advisory Committee was to be formed and begin to work on such problems as working out the detailed relationships between CIS and the various public and private agencies to be used as referral resources. A sub-committee of this Advisory Committee acting with the Project Director and Research Consultant, were to establish the procedures for evaluation of the first year's operation. Another sub-committee was to address itself to the future operation of CIS outside of the UPO complex. A third was to serve as a Personnel Screening Committee for future staff. These committees were to begin their deliberations during the first quarter and continue them throughout the year.

During this period also the Project Director was to become thoroughly familiar with the operations of the Chief Assistant U. S. Attorney's Office and its staff. Final details about referral procedures from that Office to CIS and the basic guidelines for such referral were to be worked out, and the staff of Assistants and other personnel were to be oriented to CIS operations. The same activities were to be conducted with the D. C. Police Department and the social and legal agencies. The Director was to design the

curriculum for a staff training program, using such consultants as he might need from time to time, and making arrangements for staff of community agencies to participate as trainers in the CIS staff orientation.

In the second quarter the staff was to be augmented by an Attorney, a Social Worker, five Citizens Aides and a Clerk-typist, and the CIS doors would be officially opened to complainants.

This new staff was to be trained during part of each working day until the need for such intensive training diminished. Using the follow-up procedures which have been devised this staff would begin to cement cooperative relations with their counterparts in the agencies, and through such contact would further refine the follow-up procedures and try to adjust any undue burden imposed on the agencies.

In the third quarter five more Citizens Aides and another clerk-typist were to be added. With the addition of these Citizens Aides each Neighborhood Development Center area would have one representative on the CIS staff. This new staff would be trained by the professional CIS staff, and it was hoped that even though CIS would have had only a short operational history the training program could be based upon the experience of the staff as they have created this new operation.

In the fourth quarter five more Citizens Aides and a clerk-typist would be added. These five people were to be drawn from those geographical areas which appear to produce the greatest number of complainants. They too, were to receive on-the-job training.

Part of the training would be the requirement that Citizens Aides fully explore their assigned neighborhoods for those smaller resources which are not generally considered a part of the Health and Welfare Council complex. These include the myriads of volunteer services provided in church basements, old stores and other places where a number of services are provided of which few people now know. For instance, there are alcoholic rehabilitation clinics run on a volunteer self-help basis, clothing distribution centers, self-help employment programs organized by ex-convicts, and volunteer baby-sitting services, to cite only a few examples. CIS would attempt to use every community resource available, and also to locate and involve neighborhood-based services which could provide sensible substitutes to the more highly structured social agencies. Where professional help is needed, professional help would be given, but it is highly possible that supportive non-professional services could be effective in many of the cases presented.

5. Proposed Operating Procedures. Every resource to which complainants are referred was to be furnished with simple pre-coded forms upon which the results of the referral can be recorded. Each Citizen Aide would be assigned a "beat" and his job would include the collection of these forms bi-weekly. During these collection activities problems of inappropriate referrals, excessive case loads or other problems which arise would be discussed and reported to the Project Director who would both try to improve the situation at the executive level, and also use the material as a basis for staff training in regular staff meeting sessions.

A central file of all community resources, cross-indexed would be maintained. A central case file would also be maintained so that staff can substitute for each other when necessary.

The Citizens Aide would record each interview and the clerical staff would maintain the records.

Members of the D. C. Police Department would also be furnished with pads of referral slips to be used in situations when direct referral to CIS is indicated. Orientation to the new CIS service would be provided in conjunction with top police staff and the U. S. Attorney's Office. Chief Assistant U. S. Attorney Murphy offered to participate in these orientation sessions.

Other components of the training program would include interviewing techniques and other "human relations skills," a thorough survey of existing community resources; recording techniques; ethical considerations of maintaining confidentiality; the inter-relationships of law and social work, etc.

CIS drew upon the experience of the British Citizens Advice Bureau as much as possible. CIS concentrated upon information and referral functions. However, it was anticipated that with training and repeated experience with certain major types of problems presented to CIS over the months that the advising function might be assumed in certain cases.

6. Evaluation. Evaluation of this project would be undertaken by the UPO Research Division with the help of outside consultants. A research design would be devised during the first phase of the Project. Research efforts during the first year were

to mainly be devoted to providing accurate and detailed documentation of the CIS operations, so that at the end of the first year it could be shown a) how clients got to CIS; b) where they live; c) the nature of the problems presented; d) referral resources; e) outcome of referrals; f) relationship between supply and demand for services; g) peak and low periods of demand; h) other questions relating to future possible decentralization; i) other questions relating to future operation outside UPO, or without OLEA funds.

The data collection forms, and indeed the design itself, were to remain flexible for the first several months so that evaluation would bear a functional relationship to the service as it is established and as unanticipated situations arise which can be then incorporated.

7. Significance. Without overstatement it can be said that this pioneer effort to solve the problem of handling citizens complaints may well be the forerunner to a national system of such services. All metropolitan communities share this problem. It has also been shown in many sociological studies that the long established social and legal institutions do not reach the "poor, multi-problem families" in any significant numbers. A Citizens Information Service, organized cooperatively by the citizens who need it, in association with the representatives of the institutions concerned with law enforcement and reform, social problems, and others--such as CIS has been organized--can serve as the needed catalyst in urban centers to weld the social and legal complex into a functioning unit which would serve that portion of the population who have the greatest need and the fewest resources.



The use of the indigenous non-professional as case work aides was another significant innovative aspect of the project proposal. The training of people to perform certain functions now only performed by professionals has great implications. It has been said that the "human services" are the fastest growing "industry" in the United States. The possibilities of opening new career lines to people, and of providing a broad base of support for highly skilled professionals, is indeed very great.

A third point of significance was the mutual education which would ensue. As cooperative relations are developed, and as the Citizen Aides are accepted more and more as colleagues in a joint effort, they will be able to receive not only highly valuable training from the professionals which they encounter in their work, but will also impart their own particular kind of information--i.e., their own expertise on the life styles and expectations of the population with which we are dealing. This deepening understanding of what life is really like for poor people on the part of lawyers, social workers and policemen will do much to improve the quality of planning for social and legal programs in the future.

B. First Quarter (October 1, 1966 - December 31, 1966)

This quarter began with Citizens Information Service still in the planning and formative stages. The Personnel Committee of the CIS Advisory Board continued to interview prospective candidates for the position of Project Director. The three final candidates were interviewed individually by the Board on October 13, 1966. The Board then selected Mr. James W. Baldwin as their choice for Project Director. Mr. Baldwin's name and resume was then submitted to the United Planning Personnel Office and to the Office of Law Enforcement Assistance along with the resumes of the other two leading candidates. Both UPO and OLEA indicated that Mr. Baldwin was acceptable as Project Director. Mr. Baldwin accepted the position and reported for work on November 14, 1966. The CIS Advisory Board at its regular October board meeting granted the Project Director authority to select, employ and/or dismiss, if necessary, his own staff.

1. Personnel Recruiting. The Project Director visited each of the ten Neighborhood Development Centers to advertize each job position and in some instances held interviews at the Centers for Citizens Aides positions. This undertaking required a thorough review of each application submitted; a complete screening of qualifications of each applicant and finally an extensive interview with the candidate. Great care was exercised to select only those who possessed the highest qualifications in each job position.

2. Space. During the month of November the CIS Staff consisted of the Project Director, the Receptionist-Typist and a Volunteer Coordinator. This initial staff was relocated from a temporary office at UPO Headquarters to the basement of the Civil Division Building (Room 8) of the D. C. Court of General Sessions. This present location is a temporary arrangement. Chief Judge Greene offered to arrange for space for CIS in the old District Courthouse located at 451 Indiana Avenue, N. W. and suggested an appointment with the Chief Clerk of the Court concerning this matter.

The proposed space was inspected and, although slightly smaller than anticipated, it was deemed suitable for the needs and purpose of CIS. Its nearness and accessibility to the Chief Assistant U. S. Attorney's Office is one of the major features that makes this space desirable. The exact date of occupancy of this space is not known at the present time.

3. Committee on Training. The Committee on Training met to discuss orientation and training for the first five Citizens Aides to be hired for CIS. There was general agreement on objectives of orientation and that such orientation should be for a one-week period. (A further discussion on training will be included in a separate section of this report.)

4. Actions of the Advisory Board. At its meeting on October 13, 1966, the Advisory Board voted to incorporate CIS as a non-profit corporation. The Nominating and By-Laws Committee prepared a draft statement of purpose for the approval of the Board and after its adoption by that body, the Committee proceeded with drawing up the

necessary papers relating to incorporation. It further prepared a draft of the By-Laws of the Corporation and after some discussion and revisions, this document was adopted by the Board at its meeting in December, 1966. At that time it was announced that CIS had become incorporated November 9, 1966 under the provisions of the District of Columbia Non-profit Corporation Act. Application was made to the Internal Revenue Service for exemption from Federal Income Tax and subsequently granted.

5. Community Resources Index. Volunteers from various women's groups contributed many volunteer hours in the development of the Community Resources Index. They were first trained in interviewing skills and techniques. An interviewing schedule was designed and volunteers scheduled appointments, interviewed key personnel of the agencies involved and gathered brochures for the development of the Index. Key D. C. Government agencies, voluntary resources, legal agencies and such have been personally visited to provide them with information about the goals and purpose of the CIS project and to establish a working relationship with them.

6. Program Became Operative. Citizens Information Service officially opened for business on December 19, 1966, with a staff force consisting of the Project Director, Social Worker, Staff Attorney, five Citizens Aides, one Receptionist-Typist, one Clerk-Typist and the Volunteer Coordinator.

The occasion received favorable press coverage and publicity from the news media. (Reproductions of news stories announcing the event, as well as other news stories related to the

project are attached to this report.) On opening day the Honorable Harold H. Greene, Chief Judge of the D. C. Court of General Sessions, visited the CIS Office and was thoroughly briefed by the Project Director on the scope, purposes and goals of CIS. Immediately thereafter the Chief Judge issued a memorandum directed to all the Associate Judges and Court Personnel announcing the opening and urging them to make referrals to the Service whenever appropriate. On December 30, 1966, upon assuming his new duties the Honorable Joel D. Blackwell, Chief of the D. C. Court of General Sessions Division of the Office of the United States Attorney, also visited the CIS office and was given a thorough briefing.

C. Second Quarter - (January 1, 1967 - March 31, 1967)

During this quarter, Citizens Information Service moved gradually from its planning and formative stages as a United Planning Organization-administered project to an operating project that assumed delegate agency status. It entered into contract with UPO on March 5, 1967 with funds being supplied under the grant from OLEA, Justice Department.

With the attainment of delegate agency status, and therefore becoming semi-autonomous from UPO, the CIS Board of Directors assumed an administrative role in contrast to its former advisory capacity.

A decision was made to hold meetings of the Board the third Thursday and meetings of the Executive Committee, the second Tuesday of each month. At its meeting in February, the Board elected its first permanent membership and at the March meeting, election of officers was held. Officers elected for the first year were:

Herbert B. Barkedale----President  
Mrs. John Danksen-----1st Vice-President  
Mrs. Hanna Nelson-----2nd Vice-President  
Miss Catherine Hiatt----Secretary  
S. Franklin Possy-----Treasurer

1. Demonstrations of Achievements. In an effort to become more involved in the community, CIS worked with the pastor of the First Trinity Lutheran Church at 4th and E Streets, N. W. to establish a counseling service at the church which will handle marital and/or family problems and to which CIS may refer its clients who need such services. The church also expressed an interest in providing a day care center under the Day Care Association. Both plans were presented to the church's Board of Trustees and have been adopted.

The investigators of Neighborhood Legal Services were briefed about CIS by the staff Social Worker and Attorney. The Social Worker later conducted an in-depth training session for the benefit of the NLSF staff involved.

The increase of citizens who come to, or call, CIS after hearing about it from relatives or friends suggests a keener awareness of, and acceptance by, the general public. The data reflect that more than 20% of citizens are referred to CIS from sources other than law enforcement agencies.

Through the cooperation of law enforcement personnel and the Court of General Sessions three new methods are currently being used by the staff to better serve citizens:

a. As will be noted by the statistical data, the majority of citizens come to CIS from the U. S. Attorney's Office. Citizens coming to the court structure with legal or social problems often feel frightened or confused along with having feelings of anger and hostility. The U. S. Attorney's Office refers those citizens with non-criminal problems to CIS for screening and referral. Because of the heavy workload of the U. S. Attorney's Office, a Citizens Aide is assigned to that office for intake and screening. This procedure was instituted with the joint approval of the Executive Director of CIS and the Chief, D. C. Court of General Sessions Branch of the U. S. Attorney's Office.

b. A procedure for preventing citizens from becoming alcoholics after they are initially charged with drunk and disorderly was developed by a judge and the Executive Director. Staff have been

assigned to counsel citizens released by the court about the effects of alcoholism, the court procedure and community resources available to the alcoholic. Those who have social or family problems or who prefer a more private interview are invited to the CIS office where they are seen by an Aide. These clients have been helped in locating emergency lodging, gaining employment, rejoining families in other states, securing hospitalization and/or becoming involved in rehabilitation. This procedure has been accepted and adopted by each Judge sitting in D. C. Branch of the Court of General Sessions.

c. The third experimental method has been developed where a family crisis exists, and while there may be prosecutive merit in the case, the complainant does not wish to prosecute. Many times citizens indicate that they "just want someone to talk to" the other family member or that they prefer to save their marriage. The professional staff sees these families to provide emergency counseling. The client is first interviewed by a Citizens Aide who develops an orderly view of the case. This allows the professional staff to pinpoint rapidly the areas of behavior which tend to contribute to the crisis. With the client's approval, and wherever it appears to be useful, the defending party is contacted and invited to come into the office so that a joint interview may be conducted. The tense family situation is discussed in terms of financial matters, child care, social activities, health problems and those behavior problems (particularly wife beatings) that tend to cause a family crisis. In approximately one-third of these domestic

cases, this contact, with adequate follow-up, has resulted in a peaceful adjustment to the immediate crisis. In other cases a referral is made to other counseling services for in-depth treatment. Frequently staff can prepare citizens for long-term family counseling elsewhere.

2. Problems Encountered. Many citizens who are referred to CIS request that the opposing member of the dispute be placed under a peace bond or peace warrant. These requests are related to problems in family or marital relationships where the complainant has either been molested or threatened. There is no resource available to these citizens who are often emotionally upset, fearful of physical violence, and who desire that some action be taken for their protection.

Another problem exists in the lack of resources available for mental care. This is evident when a member of a family comes to CIS to request assistance with a relative who is emotionally ill but who refuses to seek psychiatric treatment. Often these people are unable to pay for a psychiatrist to visit the home and, since there is no public resource available to provide for such a visit, nothing is done until the ill person creates a public disturbance.

The third and most pressing need as experienced by the staff of CIS is related to child custody. Parents complain that the estranged or divorced spouse has taken the child from the home and refuses to return him. Many times a child may alternate between parents depending upon which parent is able to get the child first. Unless there is physical abuse, no immediate help is available to the

complainant or the child. A custody suit can be instituted but this is time-consuming and the complainant must have sufficient funds for legal services. The child then becomes a pawn between the disputing partners.

3. Analysis of Data. The data reflect that the majority of clients are referred to CIS from law enforcement agencies with the U. S. Attorney's Office referring the largest percentage. Over one-third of these people come from the northwest section of the city with the smallest number coming from the southwest area. Over 65% of the total number of clients interviewed by CIS are females who generally are concerned about family or marital problems. While it is not reflected in the data, our experience has been that males rarely request help with problems in family relationships. They are able to recognize these problems; however, they relate them to tangible problems such as housing or financial difficulty.

Frequently citizens present multiple problems. An example of this would be the citizen who has a drinking problem along with the need for housing, employment and medical or psychiatric treatment. It is not unusual for such a person to be referred to several community resources at different times as the staff assists the client in alleviating the most critical need.

Direct service is provided by CIS whereby persons are counselled by the staff. In some instances, the staff attorney is able to negotiate a dispute or give legal direction to the client. Direct service in other cases is rendered when staff provides necessary transportation for a client to obtain employment

or accompanies a client to a hospital. Over 40% of citizens interviewed during this quarter received direct services from staff of CIS. Some were later referred to other agencies for long-term counseling which is not part of the CIS function.

D. Third Quarter (April 1, 1967 - June 30, 1967)

1. Demonstrations or Achievements. Citizens Information Service has used several approaches during this quarter to be more responsive to the needs of citizens. In April the office hours were extended on Monday, Wednesday and Friday to 7:00 P. M. and on Saturdays from 9:00 A. M. to 12:00 noon. This was done on an experimental basis to determine if there is a need for our services beyond 5:00 P. M. It was decided during the second month of this operation that the service need only be extended on Saturdays and this has become a part of the regular office hours.

During the month of May, an attempt was made to establish closer relationships with the United Planning Organization's Neighborhood Development Programs both in terms of staff visits to centers and in terms of those citizens served by CIS from the various program areas. Visits were made to four centers for the purpose of acquainting neighborhood workers with the purpose, policy and operation of CIS. Each visit resulted in lively discussions and avenues were suggested for coordination of services. Citizens are routinely referred to the various components of a NDP when appropriate; however, this month marks the first attempt to categorize citizens statistically by the NDP area. It is interesting to note that over 25% (or 456) of the citizens interviewed by CIS during this quarter live outside the established Neighborhood Development Program boundaries.

Although CIS was funded to lessen the load of the U. S. Attorney's Office and to aid the Police Department, its

activities have related, on a somewhat limited basis, to the community-at-large. There is increased interest from the community in obtaining information that does not relate to a legal or social problem. Citizens have difficulty in determining the various functions of city agencies, of making the best possible use of the various training programs and of understanding from a consumer's standpoint their rights and responsibilities as they relate to property, loans and purchases.

There is a continuing effort to coordinate data obtained for the Community Resources Index with other agencies and individuals in D. C. We continue to pool information with the office of the D. C. Department of Public Health which is making a study of agencies which aid handicapped children and young adults. We have offered our resources to a national convention of Baptist ministers who will be studying and developing plans for disseminating information to their local communities.

Staff members have been engaged in efforts to publicize the work of CIS. The Director has appeared at roll call at police precincts to explain the work of CIS and he and other staff have appeared at meetings of various agencies to discuss CIS and its activities.

2. Problems Encountered. A problem continues to exist where agencies to which referrals are made by CIS are not diligent in returning disposition slips. This was pointed out by the researchers of the United Planning Organization in their preliminary determination of available data for their planned analysis. Plans are

currently being made to obtain disposition information on past referrals so that records will reflect specific action taken.

The UPO evaluation will not include responses from citizens. CIS has therefore met with the Research Director of Howard University School of Social Work to plan a study which will include the responses of those citizens served by CIS. The Board of Directors approved the study and a team of seven graduate students are developing a group thesis on CIS as partial fulfillment of the requirements for their Master of Social Work degrees.

Experience continues to teach that there is no legal or social institution which will effectively deal with the problem of domestic assault. It might be worthwhile to institute inquiries among agencies concerned with marital counseling, law enforcement and family aid to collect their opinions on what, ideally, should be done to alleviate this vicious problem.

3. Analysis of Data. The data for this quarter reflect that well over one-half (or 65%) of the clients served were seen in personal interviews with there being a fairly consistent distribution of case load over the three months. There has been a steady increase in telephone inquiries primarily from Metropolitan Police Department referrals and from citizens who learned about the project through news media. Approximately one-fourth (or 26.3%) of clients have returned to CIS for additional information. Generally, these clients return with a family member or come in to discuss another aspect of their problem. An increase has been noted in the number of male clients being seen.

Most of the clients referred to CIS have serious problems in family relationships and are seeking help at the point of crisis or to prevent a crisis. Spouses cite histories of marital discord, fights, lack of basic necessities and problems in child care. Although referrals are made which generally bring some relief to the client, a concentrated effort needs to be directed toward the strengthening of family structures.

While there is a wide range of specific problems cited (see "Specific Problems"), we are able to delineate certain causal factors. To clarify, assaulted or abused spouses may leave the home only to find that they are unable to adequately provide food, clothing or housing for themselves and children. Many persons who have drinking problems are also in need of shelter, employment, transportation, etc. Financial needs are often related to initial family breakdown and are frequently associated with bad debts. Child care and/or custody is generally related to phases of family breakdown.

The disputes, fights and discord that exist between couples appear at this point to be the key to a variety of problems which bring citizens to an agency. Family counseling at the point of severe crisis is seen as one of the critical needs of citizens.

An effort was made during this quarter to categorize the addresses of clients in accordance with the United Planning Organization's Neighborhood Development Program boundaries. Previously, the categories used for geographical distribution of clients were the four sections of the city. This was done with the

assumption that most clients would be from low-income families. The data have not borne out this assumption as they clearly reflect that over one-fourth (26.0%) of the citizens served by CIS live outside of the established poverty-area boundaries. Only 321 (or 16.0%) of our clients for this quarter live in the Cardozo area, which is generally considered the most densely-populated, poverty-stricken area in Washington. A larger proportion of our clients live in the northeast and southeast sections of the city, with the smallest proportion coming from the Urban League and Southwest area. One might conclude that the need for information and referral services is city-wide and is not determined by income.

Quantitatively, cases with legal implications have shown a constant increase each month of this quarter. The nature of the majority of referrals from the U. S. Attorney's Office and the Metropolitan Police Department is reflected in the heavy concentration in the family marital category, which includes assault, domestic, support and divorce problems. The difficulties inherent in these cases whenever physical violence occurs between family members are this: (a) No willing third party witnesses; (b) The victim often does not desire prosecution; (c) An advisor is working in a factual vacuum since there are no other witnesses except the parties.

As a consequence of these things the assailant in these cases is acting with the knowledge that he has little to fear in the way of legal consequences.

Other types of cases which involved the legal section also included financial, criminal, property disputes, the

provision of immediate advice, emergency court representation, and a thorough explanation of the legal rights and duties inherent in the situation together with referral to a proper legal resource. This appears to meet the needs of the average citizen who comes to or calls the U. S. Attorney's Office expecting guidance in a dispute over a contract, an arrest, or other complaints.

Of the legal cases handled directly from in-take, approximately one-half required outside contact with the opposing party or with witnesses or other interested parties. In cases of greater complexity or with unusual aspects, extensive contacts were made with the attorneys or agencies to which the cases were referred in an attempt to insure a good referral.

The majority (or 77.6%) of incoming referrals continues to come from law enforcement agencies. The data indicate that 60% (or 1,188) of our clients were referred to community resources with no one resource serving a majority. This is viewed as a positive approach as the goal of CIS is to make better use of all existing resources.

E. Fourth Quarter (July 1, 1967 - September 16, 1967)

During this final quarter of fiscal '67 much time was spent by members of the Board and staff of CIS in the securing of funding for fiscal '68 and future years. Meetings were held with officials of various government agencies and the Board then approved the submission of grant applications to the following: Department of Labor (New Careers Program), for a grant of \$90,000 and to the Department of Justice, \$85,000. During this period the anticipated grant of \$15,000 from the Meyer Foundation was received. In addition, the Board also authorized submission for fiscal '69 to the Office of Community Renewal for CIS to become a part of that office's proposed Urban Renewal Centers. This was done with the understanding that other sources of funding would still be explored and, more particularly, the possibility of becoming an independent agency under the D. C. Government structure.

During this period the Personnel Committee of the Board of Directors met and personnel policies were approved which were subsequently adopted by the Board. A Grievance Committee was established for the benefit of employees and this Committee met to discuss and decide on those grievances which had been presented to it.

1. Demonstrations or Achievements. A constant effort is being made by the staff of CIS to find and utilize every means and media available to promote the work done by CIS and to make it better known in every area of the District. The importance of this cannot be stressed too much in order that help may be given to the largest possible segment of citizens.

The Research Department of the United Planning Organization began gathering data to evaluate the case load of CIS. This data evaluation is one of the requirements of the funding agency. To expedite this research program, the compilation of pertinent data, follow-up of referrals and the transcribing of data onto UPO forms are being done by the Aides.

The Resources Specialist hired on a temporary basis at the beginning of February to organize volunteers and to gather information for use in the Resources Index finished her working period at the end of July. She prepared a final report to the Director offering her recommendations for further development of the index. These recommendations include (1) continued use of volunteers and staff to interview additional agencies in person, (2) contacting churches and small agencies by phone, (3) consideration of employing a permanent Resources Specialist for continuing work and up-dating of the resource index, (4) on-going efforts to keep index material current, (5) consideration of compilation of index material for publication and distribution to other agencies, and (6) consideration of new programs for using volunteers in developing both the index file and program of CIS.

A Citizens Aide was assigned to the U. S. Attorney's Office, Court of General Sessions, on a full-time basis, rather than part-time as has been the practice in the past. This will make our services available to more citizens and hopefully will increase the referrals coming to us from that office.

A Citizens Aide worked one full day in gathering data on all resources within the Shaw Area for the staff of United Planning Organization. This material will be used for planning of the Demonstration Cities Project. A total of over 200 resources was reached including businesses, schools, churches, private physicians, lawyers and social agencies.

A Citizens Aide who is bi-lingual has assisted the U. S. Attorney's Office, social workers and Juvenile Court personnel by interpreting for Spanish-speaking clients. This then enables them to relate their problems with clarity and to relieve frustrations caused by communication difficulties.

2. Problems Encountered. Follow-up analysis of the cases indicates a fair degree of program resolution in the commercial dispute area (i.e. contracts, debts, etc.) but a very low number of solutions in the family dispute area. This reflects the paucity of institutionalized methods or means to alleviate the cause or deter the incidence of domestic violence among the poor. For instance, when a client disputes an installment contract or debt with a merchant and the disagreement cannot be resolved by immediate contact or negotiation a referral can be made to the Lawyer Referral Service or the Neighborhood Legal Services Project. If further negotiation does not end the problem, a lawsuit will furnish an orderly procedure to resolve the dispute. In contrast to the readily available procedure for dealing with property disputes there are no institutions with the power and responsibility to alleviate domestic violence. The judicial system in either

its criminal or domestic relations sections is neither equipped nor designed to furnish the remedial counseling system and effective deterrent (quick and certain punishment) required. Even the "final solution" to domestic problems, i.e., divorce, is not available to the poor because no agency provides free representation in divorce actions except on a basis which excludes most of the potential clients.

CIS must continue to turn away those who request peace bonds when they have been abused, threatened or harassed. The lack of such protection for the residents of Washington is a constant source of complaints from many clients.

The preliminary reduction of raw data to research forms for the UPO Research Department evaluation currently under way has pointed out the lack of cooperation from community resource agencies in returning the completed referral forms. This necessitates much staff time in follow-up work, making phone calls to agencies and visits to clients to ascertain if the clients reached the agency to which referred and what help they received.

Reduction in the fiscal '68 budget has curtailed projects which are needed to make the services of CIS more readily available and more well-known. For example, the police referral pads recommended in the original project plan have not been printed because of shortage of funds for a supply of sufficient quantity to be available to all policemen. The printing of an information brochure to explain our services to other agencies and to the community as a whole would be helpful in publicizing our work. The printing of signs to be displayed in various public places would aid in this respect also.

The lack of approved funding for fiscal '68 by the funding agencies until months beyond the expiration of the original grant period was responsible for a decrease in staff morale and has resulted in an uncertain future for the program as a whole. It is hoped that by fiscal '69 more secure funding provisions can be made.

3. Analysis of Data. There were 2,237 clients interviewed during this quarter with nearly 60% of the clients being interviewed in person. Of these, nearly three-fourths were new clients and over 60% were females. There were 407 (or 25.8%) of new clients who live outside the Neighborhood Development Program areas. This tends to indicate that segments of the community are without a neighborhood-based facility. The greatest number of clients come from the Far Northeast NDP area while the smallest number are from the Southwest area. These data compare favorably with the data reported during the previous quarter.

The majority of clients continues to come to CIS directly from the U.S. Attorney's Office, with legal matters being the greatest percentage of total problems presented. Most clients were given referrals to a variety of agencies for assistance with their problems; others were provided with direct service.

Analysis of the legal cases shows a continuing preponderance of family-marital problems. More than one-half of the cases are in this category. The second largest category involves general property disputes (debts, car sales, etc.); the third, disputes between landlords and tenants, while the remaining cases range from mental health cases to legal representation problems, with no significant percentage in any one category.

## F. Training

Prior to the opening of the office on December 19, 1966, the CIS Advisory Board Committee on Training met to discuss orientation training for the first five citizens aides to be hired. It was decided at that time that orientation would last for a period of one week. The orientation schedule (attached) included discussion of the history of CIS; poverty and poverty programs, developing empathy for and understanding of people; basic procedures regarding interviewing; record keeping; functions of the courts; and community resources. Upon completion of orientation, a continuing schedule of on-the-job training for citizens aides was maintained and aides received two one and a half hour training sessions per week.

Training of citizens aides was developed, planned and executed for the most part by the Executive Director, the Social Worker and the Attorney. For initial orientation classes, outside resource persons in the fields of law, health and welfare and educational institutions were utilized to provide the aides with comprehensive knowledge of various agency procedures, the method of interviewing and working with persons in need, the court system, and how to make an appropriate referral. Familiarity with the resources index, the art of communication, the ability to break problems down to various categories and the method of looking at alternative solutions have been stressed.

Intensive training in legal matters was provided by the CIS attorney. This included in-depth case analysis and visits to court proceedings, particularly those involving divorce or support hearings.

Field trips were made to various community resources including visits to Glenn Dale Hospital, Junior Village, and the Alcoholic Rehabilitation Service at D. C. General Hospital.

One training session demonstrated methods of handling telephone inquiries and practice in word usage employing materials made available to CIS by the Chesapeake and Potomac Telephone Company.

With the beginning of the UFO Research Department's data evaluation of the CIS program, aides were instructed in how to use the simple research form provided for that purpose. Much staff time was devoted to updating case histories for data reduction purposes and in-service training was somewhat curtailed during the period in which this took place.

III. FINDINGS AND ACCOMPLISHMENTS

Reference has been made to the numbers of citizens interviewed and referred during each of the quarterly reports of the year. Below is statistical information of the total number of contacts for the year ending September 30, 1967.

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Table I

Method of Contact

	<u>Total</u>	<u>Percent</u>	<u>1st Qtr.</u>	<u>2nd Qtr.</u>	<u>3rd Qtr.</u>	<u>4th Qtr.</u>
In Person	3,399	35.2	85	935	1,591	1,233
By Telephone	2,251	20.3	7	469	826	949
<u>1/General</u> Information Only	4,926	44.5	518	1,264	1,467	1,677
Total	<u>11,076</u>	<u>100.0</u>	<u>510</u>	<u>2,668</u>	<u>3,884</u>	<u>3,914</u>

1/General information has consistently been the category containing the highest number of contacts. Requests are made for general information both in person and by telephone. No case record is maintained for this category and contacts are kept by number only. This category includes requests for location of agencies, telephone numbers of services and/or questions related to court procedures.

Table II

Case Status

<u>Status</u>	<u>Total</u>	<u>Percent</u>	<u>1st Qtr.</u>	<u>2nd Qtr.</u>	<u>3rd Qtr.</u>	<u>4th Qtr.</u>
New Cases	4,344	41.9	92	1,191	1,731	1,580
Ongoing Cases	1,506	13.6	0	213	636	657
Information Only	4,926	44.5	518	1,264	1,467	1,677
Total	<u>11,076</u>	<u>100.0</u>	<u>610</u>	<u>2,668</u>	<u>3,834</u>	<u>3,914</u>

Ongoing cases refer to follow up initiated by the citizen and/or the Agency.

Table III

Identification of New Cases by Sex

<u>Sex</u>	<u>Total</u>	<u>Percent</u>	<u>1st Qtr.</u>	<u>2nd Qtr.</u>	<u>3rd Qtr.</u>	<u>4th Qtr.</u>
Males	1,733	37.3	24	412	723	574
Females	2,911	62.7	68	779	1,058	1,006
Total	<u>4,644</u>	<u>100.0</u>	<u>92</u>	<u>1,191</u>	<u>1,781</u>	<u>1,580</u>

Table IV

## Location of Clients by NDP Areas (New Cases)

<u>NDP Areas</u>	<u>Total</u>	<u>Percent</u>	<u>1st Qtr.</u>	<u>2nd Qtr.</u>	<u>3rd Qtr.</u>	<u>4th Qtr.</u>
NDP #1	278	6.0	2	73	130	73
NDP #2	256	5.5	5	84	104	63
Change, Inc.	292	6.3	5	83	87	112
Urban League	89	1.9	3	28	36	22
Near Northeast	443	9.5	15	136	147	145
Far Northeast	527	11.3	14	122	209	182
Congress Heights	241	5.2	6	53	105	77
Southeast	373	8.1	6	62	148	162
Friendship	132	2.9	5	37	38	52
Southwest	31	.7	1	12	8	10
D. C. - Outside NDP	1,160	25.0	25	272	456	407
No Fixed Address	283	6.1	2	70	121	90
Out of Town	202	4.3	2	60	79	61
Address Unknown	332	7.2	1	94	113	124
	<u>4,644</u>	<u>100.0</u>	<u>92</u>	<u>1,191</u>	<u>1,781</u>	<u>1,580</u>

Table V  
Incoming Referrals (New Cases)

<u>Source</u>	<u>Total</u>	<u>Percent</u>	<u>1st Qtr.</u>	<u>2nd Qtr.</u>	<u>3rd Qtr.</u>	<u>4th Qtr.</u>
U.S. Attorney's Office	1,656	35.7	64	441	599	552
Court of General Sessions	1,137	24.5	8	266	501	362
Police Department	877	18.9	3	252	332	290
Legal Aid Society	107	2.3	1	27	36	43
News Media	171	3.7	4	47	80	40
Self Referral	216	4.6	2	38	62	114
Staff/Board Members	38	.8	2	8	15	13
Friends/Relatives	218	4.7	4	62	73	79
Dept. Public Welfare	30	.6	0	3	12	15
Neighborhood Legal Service	11	.2	2	3	3	3
Private Attorneys	12	.3	1	1	7	3
Health & Welfare Council	10	.2	1	1	5	3
UPO Neighborhood Development Project	24	.5	0	1	14	9
Public Health	14	.3	0	2	4	8
Lawyer Referral	7	.2	0	2	3	2
Others	116	2.5	0	37	35	44
<b>Total</b>	<b>4,644</b>	<b>100.0</b>	<b>92</b>	<b>1,191</b>	<b>1,781</b>	<b>1,580</b>

Table VI

## Specific Problems Presented (New Cases)

<u>Specific Problems</u>	<u>Total</u>	<u>Percent</u>	<u>1st Qtr.</u>	<u>2nd Qtr.</u>	<u>3rd Qtr.</u>	<u>4th Qtr.</u>
Assault	878	16.5	25	165	323	365
Legal Problems	1,136	21.3	32	167	425	512
Disputes	501	9.4	8	129	193	171
Housing	605	11.4	10	139	261	195
Transportation	260	4.9	2	24	147	87
Social	433	8.1	14	254	114	51
Medical/Psychiatric	371	7.0	9	67	76	219
Employment	377	7.1	2	80	179	116
Child Custody	164	3.0	5	37	88	34
Alcoholism	452	8.5	12	132	220	88
Others	153	2.8	1	43	51	58
Total	<u>5,330</u>	<u>100.0</u>	<u>120</u>	<u>1,237</u>	<u>2,077</u>	<u>1,896</u>

Table VII  
Dispositions of New Cases

<u>Disposition</u>	<u>Total</u>	<u>Percent</u>	<u>1st Qtr.</u>	<u>2nd Qtr.</u>	<u>3rd Qtr.</u>	<u>4th Qtr.</u>
Direct Services by Citizens Information Service	2,222	40.7	18	456	799	949
<u>Referrals:</u>						
Legal Services	71	16.0	36	227	287	321
Metropolitan Police Department	103	1.9	0	19	25	59
Department Public Welfare	316	5.8	4	55	106	151
Temporary Shelters (Private)	173	3.2	1	48	66	58
Health Services	351	6.4	6	78	136	131
Employment Services	407	7.5	1	114	171	121
Other D.C. Government Agencies	254	4.7	2	28	102	122
Federal Agencies	336	6.2	7	61	136	132
Other Private Agencies	319	5.9	17	39	140	123
Total Referrals	<u>3,130</u>	<u>57.6</u>	<u>74</u>	<u>669</u>	<u>1,169</u>	<u>1,218</u>
No Resources	54	1.0	0	18	17	19
Client Refused Referral	39	.7	0	37	2	0
Total Disputes	5,445	100.0	92	1,180	1,987	2,186

#### IV. CONCLUSIONS AND RECOMMENDATIONS

##### A. Conclusions

Citizens Information Service has proven itself to be a successful demonstration project. The following goals that were outlined in the original proposal to O.L.E.A. have been achieved:

1. To eliminate the excessive and inappropriate demands made upon the U. S. Attorney's Office to deal with matters which are either non-criminal in nature or have no prosecutive merit.

Thirty-five percent of our cases came directly from the U. S. Attorney's Office; by assigning an aide full-time to that office to serve as an intake worker to screen and refer cases to CIS, we were able to free one more U. S. Assistant Attorney to devote more time to criminal matters.

2. To establish a central and accessible resource index. Under the supervision of a paid volunteer coordinator, volunteers were recruited and trained to survey community resources for compilation of a community resource index. Several hundred agencies, both public and private, were contacted. Data were processed and transferred to 5"x8" index cards; the finished product reveals a total of 351 community resources available for use by the aides. Requests for use of this index has been made by agencies and individuals in the community.

3. To allow for complainants to be heard promptly and in private. The average waiting period for a complainant is less than seven minutes. From the beginning CIS has stressed prompt and courteous service for all clients and by all employees.

CIS has received several compliments regarding the prompt, courteous and efficient manner exhibited by the staff.

Our physical location does not lend itself to privacy as an ideal interview situation requires, but if, and when, we move to our permanent quarters, this problem will be eliminated because each interviewer will have a private cubicle.

4. To improve deteriorating police-community relations in deprived neighborhoods. All police personnel from the Chief of Police to the policeman on the beat are aware of the operations and activities of CIS. The Executive Director has appeared at roll call at most of the precincts to acquaint the police with the type of problems that may be referred to CIS. All policemen on the beat have a referral pad with the name, address, and telephone number of CIS. Twenty percent of our referrals have come directly from the various police precincts. No evaluation as yet has been made of the affect of police referrals on police-community relations, but, judging by the favorable comments the aides occasionally hear from clients, we are sure that police-community relations are being helped by the police being able to connect citizens with services.

5. To document the adequacies and inadequacies of community resources in relation to the needs of the citizens. After almost one year of operation, we are in a position to report many needs of our citizenry and to cite the adequacies and inadequacies of many of our community resources, public as well as private agencies, and social and legal services.

CITIZENS INFORMATION SERVICE

Orientation

To be held at

First Trinity Lutheran Church Basement

501 - 4th Street, N. W.

Monday, February 6, 1967 through February 10, 1967

Monday	2-6-67	a.m.	UPO and its Neighborhood Development Centers, Programs and Services. Guests: Mr. Ted Parris, UPO Mr. William Waterman, UPO Coordinator
"	"	12:00 - 1:00	Lunch
"	"	1:00 - 1:30	Review of morning session
"	"	1:30 - 3:00	History of CIS Guest: Mrs. Wilhelminia Robinson Senior Neighborhood Worker Neighborhood Development Project #2
"	"	3:00 - 4:30	Question and Answer
Tuesday	2-7-67	a.m.	Interviewing Techniques and Skills Guest: Mrs. Marjorie Henderson, Legal Psychiatric Service Discussion
"	"	12:00 - 1:00	Lunch
"	"	1:00 - 3:00	Office Procedures CIS Forms & Reports Case Materials
"	"	3:30 - 4:30	Legal Assistance Program Mr. Frank Cuning
Wednesday	2-8-67	9:00 a.m.	Visit to Juvenile Court 451 Indiana Avenue, N. W. Guest: Mr. Jerome Roach, Field Instructor for Catholic University School of Social Work

Wednesday (continued)

12:00 - 1:00 Lunch  
1:00 - 2:30 The Court System  
Staff Attorney  
3:00 - 4:30 The U. S. Attorney's Office  
Guest: Mr. Joel D. Blackwell  
Chief Assistant  
District Attorney

Thursday 2-9-67 9:00

Legal Aid Society  
Guest Speaker: Mr. Temple

12:00 - 1:00

Lunch

1:30

Mrs. Theresa Abbott, Executive Director  
Washington Council on Alcoholism  
Film: "To Your Health"

3:00 - 4:00

Mr. John M. Bischoff  
Chief Deputy Clerk,  
Domestic Relations Branch

Friday 2-10-67 9:00 - 10:00

Review

10:00 - 12:00

Mrs. Thelma Rutherford  
Health & Welfare Council  
Information Service

12:00 - 1:00

Lunch

1:00 - 3:00

Mrs. Marjorie Henderson  
Legal Psychiatric Services

3:00 - 4:30

Summary

HOWARD UNIVERSITY SCHOOL OF SOCIAL WORK  
INTERVIEWER RESUME SHEET

Number \_\_\_\_\_

Interviewer \_\_\_\_\_

A. Vital Data:

1. Name: \_\_\_\_\_  
\_\_\_\_\_ Telephone \_\_\_\_\_
3. Age: \_\_\_\_\_
4. Sex: a. Male \_\_\_\_\_  
b. Female \_\_\_\_\_
5. Race: a. Negro \_\_\_\_\_  
b. White \_\_\_\_\_  
c. Others (specify) \_\_\_\_\_
6. Marital Status : a. Married \_\_\_\_\_; b. Single \_\_\_\_\_;  
c. Divorced \_\_\_\_\_; e. Widowed \_\_\_\_\_;  
f. Common-law marriage \_\_\_\_\_ (?)
7. Number of Children: \_\_\_\_\_
8. Ages of Children: \_\_\_\_\_
9. Place of Birth: a. State \_\_\_\_\_; b. Urban \_\_\_\_\_;  
c. Rural \_\_\_\_\_.
10. How long have you lived in Washington? \_\_\_\_\_ (years)
11. How long have you lived at your present address? years \_\_\_\_; months \_\_\_\_
12. How long did you live at your former address? years \_\_\_\_; months \_\_\_\_
13. Number of relatives or other persons living in the household: \_\_\_\_\_
14. Total number of persons in household: \_\_\_\_\_
15. Total number of rooms occupied: \_\_\_\_\_

16. Highest grade completed in school:

a. Elementary 1 2 3 4 5 6

b. Junior High 7 8 9

c. High School 10 11 12

d. College 1 2 3 4

e. Others(specify)

17. Occupation: \_\_\_\_\_

18. Where are you presently employed? \_\_\_\_\_

19. How long have you been employed in your present position? \_\_\_\_\_

20. Weekly Earnings: \$ \_\_\_\_\_

21. Where were you previously employed? \_\_\_\_\_

a. Dates of Employment: From \_\_\_\_\_ to \_\_\_\_\_

22. Who else in the family works? \_\_\_\_\_

23. How much does this person make? \_\_\_\_\_

24. What is the total family income? \$ \_\_\_\_\_

B. Contact with CIS

1. How did you learn about CIS? \_\_\_\_\_

a. U.S. Attorney's Office \_\_\_\_\_; b. Court of General Sessions \_\_\_\_\_;

c. Metropolitan Police Department \_\_\_\_\_; d. News Media \_\_\_\_\_;

e. Walk-ins \_\_\_\_\_; f. Relatives \_\_\_\_\_; Friends \_\_\_\_\_; Other

Agencies \_\_\_\_\_; g. Unknown Sources \_\_\_\_\_.

2. Did you go to CIS immediately after you heard about it, or were you delayed? If you were delayed:

a. went immediately; \_\_\_\_\_; b. waited and: c. \_\_\_\_\_, how long did you wait? \_\_\_\_\_

3. What was your impression of CIS when you first visited the agency? \_\_\_\_\_

4. How were you greeted at CIS? \_\_\_\_\_

5. Who greeted you? \_\_\_\_\_
6. Did you have to wait long? yes \_\_\_\_\_; no \_\_\_\_\_.  
 a. if yes, how long-(1) less than 10 minutes \_\_\_\_\_; (2) 10-15 minutes \_\_\_\_\_;  
 (3) 15-30 minutes \_\_\_\_\_; (4) ½ hour or more \_\_\_\_\_.
7. Whom did you talk with? (person's name) \_\_\_\_\_
8. Did you talk with anyone else at CIS? a. Yes \_\_\_\_\_; b. No \_\_\_\_\_;  
 c. If yes, whom? \_\_\_\_\_.
9. What help were you given at CIS? \_\_\_\_\_.
10. To whom or to what agency were you referred by CIS? \_\_\_\_\_.
11. Did you go to the person or agency immediately after referral or did you wait awhile?  
 a. Went immediately \_\_\_\_\_  
 b. Waited awhile \_\_\_\_\_  
 c. Didn't go at all \_\_\_\_\_
12. If B (above), how long did you wait? \_\_\_\_\_  
 a. Why did you wait? \_\_\_\_\_  
 b. If C (above) why didn't you go? \_\_\_\_\_.
13. In your judgment, were you given as much help at CIS as you expected? \_\_\_\_\_  
 a. Yes \_\_\_\_\_  
 b. No \_\_\_\_\_
14. If no, what else do you think CIS could have done for you? \_\_\_\_\_
15. If one of your friends or neighbors were in trouble, or needed help, would you recommend that he/she go to CIS for help? \_\_\_\_\_  
 a. Yes \_\_\_\_\_; b. No \_\_\_\_\_; c. If no, why? \_\_\_\_\_.
16. How do you think that CIS could be improved? \_\_\_\_\_

3. Contact \_\_\_\_\_ Agency \_\_\_\_\_

1. To what agency were you referred? (name) \_\_\_\_\_.
2. How were you greeted at the agency to which you were referred? \_\_\_\_\_.
3. Did you have to wait before someone saw you? Yes \_\_\_\_\_; No \_\_\_\_\_.  
 a. if yes, how long? (1) less than 10 minutes \_\_\_\_\_; (2) 10-15 minutes \_\_\_\_\_;  
 (3) 15-30 minutes \_\_\_\_\_; (4) ½ hour or more \_\_\_\_\_.

4. Was this agency able to help you? Yes \_\_\_\_\_; No \_\_\_\_\_.
5. Exactly what did it do for you? \_\_\_\_\_.
6. Whom did you talk with there? \_\_\_\_\_.
7. If the agency was <sup>not</sup> able to help you, did it refer you to another agency? Yes \_\_\_\_\_; No \_\_\_\_\_
- a. If yes, name of agency \_\_\_\_\_
- b. Did you go to that agency or did you return to CIS?
- (1). Went to other agency \_\_\_\_\_
- (2). Returned to CIS. \_\_\_\_\_
- (3). Did neither \_\_\_\_\_
8. If b(2) above, did CIS refer you to another agency? Yes \_\_\_\_\_; No \_\_\_\_\_
- a. If no, what did CIS do? \_\_\_\_\_
9. Why didn't you return to CIS? \_\_\_\_\_
10. What did you do? \_\_\_\_\_
11. Was your problem solved satisfactorily? Yes \_\_\_\_\_; No \_\_\_\_\_.
- a. If no, what have you done or what are you going about it? \_\_\_\_\_
12. Have you had any problems since your first contact with CIS for which you need help? Yes \_\_\_\_\_; No \_\_\_\_\_.
13. If yes, how did you solve the problem? \_\_\_\_\_