



**T**he State of Iowa has the nation's first, and perhaps most unique, community based corrections system. Established by Section 905 of the Iowa Code in 1977, Iowa's community based system actually was operational many years prior. In Iowa the community bases system has responsibility for all pretrial, pre-sentence, probation, parole, and pre and post institutional residential facilities. There are over 7000 offenders in Iowa prison and over 22,000 in the community-based system.

The community based corrections districts are established within the state's eight judicial districts. The CBC districts are not under the purview of the courts or the State Department of Corrections however, they are governed by a citizen board of directors. Each Judicial District Department of Correctional Services has a good deal of autonomy with funding and administrative oversight coming from the State. Most of the funding comes from the state legislature and the Department of Corrections provides oversight, liaison and coordination. The District Directors are hired by the citizen boards and serve at their pleasure.

Often viewed as very innovative by the rest of the nation, Iowa's Community Based System must rely on open communication and cooperation amongst the districts to further program development. Such has been the case when Iowa's community based officials chose to explore

and define Community Justice in Iowa. Many of the eight Judicial Districts had started some form of restorative or community justice activity but really had not really defined either concept very well.

Under Linda Murken's leadership in the Second District a cooperative effort between the Mason City field office and the Mason City Police Department has developed and would remind one of a rural version of Boston's Operation Night Light. The Second District also has been working with the Center for Creative Justice in the development of restorative justice programs.

In the Waterloo area under the leadership of Mike Havenstrite mentoring, victim-offender mediation, and youthful offender programs have been implemented. Most impressive in the First District is the programming to work with and support neighborhoods combating drug and crime, educate youth with "straight talk," and organize neighborhoods on the state level to impact future legislation.

Linn Hall, the Director of the Third District in Sioux City has joined a community collaboration the includes police, courts, schools, and non-profits to work outside the box in developing new strategies to deal with youthful offenders. In the Eighth District Curt Campbell has started a very proactive program of providing prevention seminars in high schools for date rape and batterers education programs. Des Moines

and Council Bluffs have developed specialized warrant teams to work with law enforcement.

In the Sixth District of Iowa even more interesting things are occurring. In 1992 the Board of Directors created a private, non-profit bootstrap foundation called the Community Corrections Improvement Association to develop and operate proactive and preventative programs. This has included the development and funding of neighborhood organizations and the development on ongoing support of a six year Youth Leadership Program for at-risk youth between fifth and twelfth grades.

CCIA also secured Americorps and VISTA grants to begin working on restorative and community justice programs and prior to 1997 developed victim-offender mediation, victim empathy, and victim impact panels. Meanwhile the Sixth District was engaging in collaborations with other criminal justice agencies and neighborhood organizations to develop programs that impact upon drug trafficking, criminal gangs, and violent crime in the Cedar Rapids and Iowa City areas.

In the spring of 1997 the Community Corrections Improvement Association Board of Directors commissioned a panel of state and national leaders with “the challenge to gather information from across the State of Iowa as to how the criminal justice operates to enhance community justice philosophies, and to prepare a report and recommendations to be released to the public and be forwarded to the Governor and the Iowa Legislature. As Part of the mission CCIA wanted to define:

- what community justice meant in relation to community corrections, community policing, restorative justice, community mobilization, capacity building, neighborhood partnerships and collaboration, etc.
- it also wanted to explore and research what was going on across the country in reference to community justice and/or restorative justice concepts or programs.
- what lowans knew and understood about community justice and restorative justice concepts, what lowans understood (versus perceived) about crime trends and sentencing in Iowa, upon what criteria that public policy pertaining to crime was made, and if current policies contributed to the overall wellness and safety of Iowa’s communities.

CCIA also wanted to define community justice and looked to nationally recognized leaders for further clarification. Community Justice is defined by many national leaders (such as Eduardo Barajas of the National Institute of Corrections, Dr. Mario Papanozzi, Commissioner of Corrections for New Jersey, Norm Helber the Probation Director in Phoenix, and Peter Kinzinger the Executive Director of ICCA) as a **grassroots, community oriented approach to provide safety and wellness to the community by engaging in many different community initiatives.** These initiatives operate in a sphere rather than on a continuum. First, it included community corrections, community policing, and community mobilization working together. Second, it is based on restorative justice principles incorporated into the criminal justice system. Third, it applies “what works” research in the treatment and rehabilitation of offenders. These initiatives must work in unison as they operated in the same common sphere. There seems to be some agreement at a national level that “restorative justice principles operate within a community justice system” as was recently articulated by Vern Fogg of Colorado.

## Strategies

Several strategies were developed to seek answers to the questions, which CCIA had articulated:

- 1) The Community Corrections Improvement Association commissioned a panel of state and national experts to tour the State of Iowa and conduct **public hearings to initiate dialogue and obtain feedback from Iowa constituents.**

The Commission members included each of the state’s District Directors when in their respective districts and the following members;

**Gerald R. Hinzman,**  
Registered Agent for CCIA and District Director  
Sixth Judicial District Department of Correctional Services.

**Eduardo Barajas, Jr.,**  
Correctional Program Specialist  
National Institute of Corrections.

**Jeanette Bucklew,**  
Deputy Director of the Division of Community Services  
Iowa Department of Corrections.

**Nancy Evans,**  
Public Safety Commissioner  
City of Cedar Rapids, Iowa.

**Norman Helber,**  
Chief Probation Officer  
Adult Probation Department of Maricopa County, AZ.

**Walter “Kip” Kautzsky,**  
Director of the Iowa Department of Corrections.

**Peter Kinzinger,**  
Executive Director  
International Community Corrections Association.

**Don Nickerson,**  
United States Attorney  
Northern District of Iowa.

**Dr. Mario Papanozzi,**  
President of the American Probation and Parole Association  
Assistant Commissioner for the Division of Parole and Community  
Programming in New Jersey.

The Commission on Community Justice traveled across Iowa by bus (and found some of the nation’s hidden culinary treasures enroute) and conducted live public hearings at five sites, with simultaneous outreach to eleven other communities via the Iowa Communications Network. A total of sixteen major population centers participated.

- 2) An overview on the Community Justice Task Force activities was provided in the form of a **workshop at the Safer Communities-Brighter Futures** conference hosted by the Governor’s Alliance on Substance Abuse in August, 1997. The Doble survey (see below) was also used at the conference.

- 3) An **exit survey** was developed by Doble and Associates, Inc. of New Jersey in consultation with the Community Corrections Improvement Association and staff of the Sixth Judicial District Department of Correctional Services. The survey was funded by the ECI SAFE Coalition based in Cedar Rapids, Iowa; the Governor’s Alliance on Substance Abuse; and the Community Corrections Improvement Association. The exit survey was given to all participants at the public hearings and the GASA conference on Safer Communities Brighter Futures to voluntarily complete.

**Figure 1: Task Force Activity Chart**

<b>Initiatives</b>	<b>Enabling Partnership</b>	<b>Mission</b>	<b>Goals and Strategies (i.e. time lines, training or technical assistance, development, public relations, etc.)</b>	<b>Outcomes</b>
Community Corrections Improvement Association	Art of Incorp. & IRS status Meets Quarterly	Yes	Deliver proactive & preventive programs. Support community mobilization & capacity building. Created a statewide Commission on Community Justice to provide information and obtain feedback on issues in Iowa	Youth Leadership Program, NEIGHBORS, Batterers, Education Program, WINGS, Americorps, VISTA Community Justice Public Hearings in 16 of Iowa's largest communities. Received grants to have Doble Assc develop an exit survey to capture public knowledge or beliefs about criminal and community justice issues. Received TA from NIC to sponsor a Community Justice Workshop at KCC.
Law Enforcement Partnerships	Chapter 28E of Iowa Code Meets monthly	Yes	Partnerships and collaborations to enhance public safety. To develop community policing-neighborhood based operations. To design integrated data information and GIS systems.	Metro Task Force & joint staffings. Information and data sharing. "Corrections Officers" reserve force being created within Cedar Rapids Police Reserve.
Family Partners, Inc.	Art of Incorp Meets monthly	Yes	To develop holistic family based services keying of adult offender.	"Partners in Accountability"
Intermediate Sanctions Group	Legislative Action Meets monthly	Yes	Review existing practices and design an approach for systemic improvements	
Community Justice Task Force	ACTS Meets bi-weekly	Yes	To practice restorative justice principles within a community justice framework by; 1. developing community policing-neighborhood or place-based operations to enhance public safety. 2. Developing a comprehensive restorative justice program. 3. Applying the learnings of systems research in the treatment and rehabilitation of offenders. 4. Returning offenders to prosocial environments. 5. Providing public information.	Technical Assistance Workshop sponsored by the Office for Victims of Crime.
Work Force Development Task Force	ACTS meets bi-monthly	Yes	1. Develop mentoring programs for offenders 2. Develop work force development/education continuums.	Technical Assistance Workshop sponsored by NIC on job development.
Client Services Task Force	ACTS meets bi-monthly	Yes	Development of comprehensive treatment programs for offenders.	Created DCS Client Services Unit. Evolving collaborations between corrections, treatment, mental health, and education agencies. Technical Assistance Workshop by managed care provider to build on above collaborations and partnerships.
Victim Advisory Board		Yes	Development of Victim Programs	Victim-Offender Mediation Program Victim Awareness Education Program Victim Impact Panels

4) With technical assistance and funding from the National Institute of Corrections, and support from the Cedar Rapids Police Department and Sixth Judicial District Department of Correctional Services, the Community Corrections Improvement Association also sponsored a **one day workshop in Cedar Rapids on the topic of Community/Restorative Justice**. The workshop was conducted at Kirkwood Community College in August and open to private citizens and professionals from across the state. Presentation teams from Spokane, Washington; Phoenix (Maricopa County), Arizona; Knoxville, Tennessee; and Madison, Wisconsin explained initiatives in their respective communities that related to community corrections, community policing, and neighborhood based programs centered upon community justice principles.

5) In September, 1997 the City of Cedar Rapids, the United States Attorney's Office for the Northern District of Iowa, Community Corrections Improvement Association, and the Sixth Judicial District Department of Correctional Services sponsored a five member team to attend the Regional Restorative Justice Symposium sponsored by the Federal Government in Milwaukee, Wisconsin. The team included the Director of Four Oaks (a non-profit youth and family centered agency), the Coordinator of the NEIGHBORs Coalition of Cedar Rapids, the Commissioner of Public Safety for the City of Cedar Rapids, the United States Attorney for the Northern District of Iowa, and the Director of the Sixth Judicial District Department of Correctional Services. Another team from Story County, Iowa attended this symposium.

6) In August, several individuals from the community attended community and restorative justice workshops at a national conference of the American Probation and Parole Association in Boston, Massachusetts. In October, 1997 several staff attended the International Community Corrections Association Annual Conference in Cleveland, Ohio. Staff not only attended, but were also asked to present workshops pertaining to community justice.

## 7) Research

The results of all these strategies have positioned the CCIA to gain greater understanding of the issues at hand. The final Community Justice Report provided a summary of the community justice activities, the notes and observations of the individual commission members, a summary of the findings and observations of the Commission as gleaned from the public hearings, the results of the Doble Exit Survey, and a collection of professional readings on the topics of Community Justice, Restorative Justice, and Community Corrections/Community Policing collaboratives. The report also offered specific recommendations for Iowans to create safer communities now and for the future.

## Summary of Findings

What did Iowans think about crime or how the system works to control crime? What did Iowans think should be done to control crime? Are public policies based on fact or myth? The commission searched for answers through dialogue with the public, citizen, surveys, and completed research to come to the following conclusions.

Crime is believed to be increasing when it has really been decreasing for several years. In fact, crime statistics will show that the crime rate started declining prior to the time most of the legislation was passed to enhance criminal penalties. The critical understanding of this misperception is two fold. First, citizens are fearful of increasing crime; when it is in fact decreasing. Secondly, while building new prisons may

have been necessary, their physical presence on the landscape is not the reason crime has been reduced. In fact Doble's research found the vast majority polled feared that offenders coming out of prison are more dangerous at the time of release. When the "man on the street" has a chance to deliberate and consider these important issues their opinions on crime and punishment change as they obtain more information and realize that there are not any quick fix solutions.

Iowans wanted offenders punished for their crimes. However, many Iowans defined punishment to include making the offender accountable, paying back the victim, and doing community service, as more punishment than being locked up with other criminals. One citizen suggested that the best punishment is to make them be taxpayers like the rest of us.

Iowans favored sentencing options that would change the behavior of offenders and provide for restorative justice concepts that focused on making the victim and the community well again. Some innovative concepts advanced were "wrap around services" (that deal with all issues at hand rather than just punishing the offender) and the split sentencing concept. Iowa does not currently use either concept.

Iowans also expressed frustration with not being able to access state and federal funding streams for locally developed prevention and intervention programs. Most Iowans would prefer more local control when making decisions about local programs.

Iowans showed strong support for community corrections and further expressed strong support for local control. Doble's research found this support uncharacteristic from other parts of the nation. This may be due to Iowa's nationally recognized community-based corrections system. It would make sense to build on Iowa's well-respected community-based correction system.

Iowans showed strong support for restorative and community justice programs. There needs to be leadership to develop model programs in Iowa. Many national leaders believe Iowa has the potential to lead the nation in this movement.

Iowans felt strongly that there needed to be more collaboration between components of the criminal justice systems (i.e. Intermediate Sanctions Task Force or Community Crime and Prevention Councils). They also wanted to see more involvement from the business and faith communities.

## Where Do We Go From Here?

Since the time that the Community Corrections Improvement Association's "Final Report; Commission on Community Justice" has been published many programs are under way in the State's Community Corrections Districts. It seems that all the Directors believe in the power of restorative or community justice in some manner.

- In Iowa's Sixth District much work has been done with the community to provide greater understanding of these practices. The Sixth District views "Community Justice" as:
- The collaboration of law enforcement, corrections, and the community in providing "place-based" neighborhood enforcement and supervision strategies.
- The development and implementation of Restorative Justice Programs.
- The application of the "What Works" literature developed by many of our esteemed colleagues to ensure the greatest possible success rates for offenders under supervision.

- Allowing the community to have ownership in the justice system as opposed to doing justice “ to the community” or “for the community.”
- The development of proactive and preventative programming as a means to impact on “potential future populations.”

The Sixth District is in the process of developing strategies for accomplishing these goals and objectives as the following chart tracking various task force activities represents. It should be noted that there is strong emphasis on creating long-term and long lasting partnering relations for ongoing collaborations. In each case the District attempts to gain a written agreement by creating a non-profit umbrella, a contact for sharing services, or authority granted under the Iowa Code for creating advisory boards or multi-agency collaborations. These long-term commitments provide the cement for long-term relationships and allay fears of everything going up in smoke on a whim.

The Sixth District has also tried to create an atmosphere of trust where the community and the agency are comfortable working through this shift in doing business. In order for that trust development the entire community (agency included) must develop a much greater level of maturity. Maturity level is defined as the capacity and willingness of the group to attain achievable goals defined in an action plan. That is;

- the extent in which the group works together to complete goals and objectives outlined in an action plan.
- the extent in which the group engages in open communications with its members to establish trust and ongoing relationships.

- the willingness and obligation of each group participating to take responsibility by assisting in the process of goal setting and development of an action plan.

In order to assist the entire community to reach that capacity level the Sixth District has received technical assistance from various providers to attain a greater level to maturity. Figure 2 below graphically illustrates this;

At the conclusion of this work the Sixth District will be positioned to continue the cycle of networking, harmonizing, collaboration, and performing that are necessary steps to growth in the maturity level. Much of the work actually occurs during the technical assistance when all members of the community are learning and working together. As we work in the community we learn to practice “Reciprocal Forbearance.” That is defined as the art of inclusiveness; recognizing and tolerating differences; the desire and ability to get along and understand other’s viewpoints; it is being able to compromise and allow others their day; it is using the power of differences to build capacity and broaden horizons.

The road to community justice in Iowa continues as community corrections across the state provides the “solutions for a safer community. The highly regarded community-based system in Iowa will continue to lead the way by providing safer, smarter, and more realistic options for the Iowa legislature to consider when making critical decisions about the future on Iowa and public safety. □

*Gary Hinzman is the Registered Agent for CCIA and District Director for the Sixth Judicial District Department of Correctional Services.*

**Figure 2: Technical Assistance Projects**

<b>Workshop Title</b>	<b>Technical Assistance</b>	<b>Technical Assistance Presenters(s)</b>	<b>Purpose of Technical Assistance</b>
<i>Best Practices in Community Justice</i>	NIC & CCIA	Representatives of Spokane, Madison, Knoxville and Phoenix	To demonstrate how law enforcement, corrections and community partnerships can work.
<i>Offender Employment Training Workshop March, 1998</i>	NIC	Eric Seleznow and Steven Epting	Demonstrate best practices for offender training and employment and to build community collaborations.
<i>Enhancing Partnerships for Restorative Justice April, 1998</i>	OVC	Anne Seymour	Overview RJ values & practices & increase knowledge of & sensitivity to crime victims’ rights & needs.
<i>Transforming the Agency May, 1998</i>	APPA	Mark Carey	To provide management and line staff essentials insights on “how to” move the agency to restorative/community practices
<i>Co-occurring Mental Illness &amp; Substance Abuse in Offenders June, 1998</i>	U of Iowa Addiction Technology Transfer Center & IMSACP	Virginia Spiegel & Preston Daniels	How to overcome barriers to success collaboration between Substance Abuse, Mental Health, & Corrections w/ offenders with dual disorders.