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# How Police Departments Can Benefit from Referral to Community Mediation Programs

By Craig Coletta, Coordinator, National Association for Community Mediation, Washington, D.C.

since the early 1970s, community mediation centers have provided low-cost or free conflict resolution services. Growing from a handful of

centers to more than 500 today, these nonprofit organizations have trained thousands of volunteer mediators to help resolve disputes in their communities and help resolve thousands of disputes each year. In some states, such as New York, community mediation has become a part of the official justice system with statefunded centers providing the mediation services. By most recent estimate, about 85 percent of cases that go to mediation reach some sort of resolution.

Despite the great upsurge of interest in mediation and its demonstrated effectiveness as a form of dispute resolution (and particularly of community mediation as a way of improving quality of life), few people refer their own disputes to mediation. A majority of the cases coming before community mediation centers arrive through an established referral relationships with courts, housing authorities, human service agencies, police departments, and other organizations. There is a



steady influx of cases coming before the organizations daily that might benefit from mediation. By referring appropriate cases to mediation centers, these agencies realize a number of benefits:

 They save resources, such as staff time and money, by sending complex, longstanding disputes to organizations that have more time and attention to devote to them.

 They prevent recurrences of conflicts by seeing that the core issues of disputes are resolved.

 They improve the quality of life for their constituencies.

These benefits are of particular value to police departments today, as budgets are reduced and calls for service and responsiveness to community needs increase.

### What Is Mediation?

In mediation, parties to a dispute meet with a neutral third party who is trained to facilitate communication between them and help them to explore their options. The mediator does not make any decisions for the parties or make suggestions about how to resolve the dispute. Instead, the mediator helps the parties explain to each other their beliefs about the situation, their needs, and their ideas for solv-

ing the problem. The parties then make their own joint decision about how they want to resolve their dispute.

Mediation enjoys such a high success rate for a number of reasons. First, mediation is confidential. By statute in most

# Referral to mediation can be a budget saving response by police departments

states, mediation communications are considered privileged and not subject to discovery in court. This confidentiality encourages parties to be open and honest about their perspectives about the conflict and offer information they might not share with other officials. Often, mediators discover that the presenting issue (say for example, a noise disturbance) is only the tip of the iceberg, and that the true conflict-causing issues between the parties lie in their ongoing relationship.

Second, by giving the parties to a dispute (the people who have to live with the

outcome) the power to create their own solution, mediation encourages creativity and commitment to parties' agreements. Unlike court decisions in which one party wins and the other loses, mediated agreements allow each party the chance to walk away with a reasonable proportion of their needs met.

# What Cases Are Appropriate for Mediation?

Conflicts involving any subject can be mediated, but certain types are most appropriate for police to refer to mediation:

• Disputes in which neither disputant has committed a citable offense when police are called but which seem likely to continue and become enflamed after officers leave

 Disputes in which both parties have roughly equal claims to being "right" or "wrong"

 Longstanding disputes that have resulted in multiple calls for police services over time

• Disputes in which no criminal offenses have been committed

• Disputes in which the parties will continue to live or work in close proximity



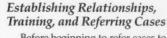
Cases that typically meet these criteria include trespassing, vandalism, noise or other disturbances, and property line dis-

In addition, many mediation centers across the country have special programs for mediating disputes involving worthless checks and shoplifting and other disputes between consumers and merchants. A police department that has a good working relationship with its local community mediation center can develop a more comprehensive list of cases appropriate for referral in a particular locale. Cases that do not ft these criteria exactly may still be amenable to mediation; this can be determined on a case-by-case basis by police and mediation center staff.

Most police departments encounter substantial numbers of cases in these categories each month. The extent to which they refer cases to community mediation varies. In San Francisco, the police department refers an average of 18 cases per month to its local community mediation center and has entered into a three-city partnership to promote the use of community mediation in northern California.

In New York, where state law mandates that all communities have access to mediation services and mediation centers are partially state funded and well supported by the courts, referral rates are much higher. In fiscal year 2001-2002, police in New York City referred 4,862 cases to mediation.

In Washington, D.C., the police department has referred to mediation 42 cases in which citizens have filed language or conduct complaints against officers. Thirty-one of these cases have resulted in mediated agreements that led citizens to drop their complaints and reconcile with officers.



Before beginning to refer cases to community mediation, police departments should meet with mediation center staff in their city or town. These meetings will allow each group to better understand the needs, goals, policies, procedures, and day-to day job realities of each organization. Following are some of the issues to be discussed during these meetings:

- · Identifying the types of cases that should be referred to mediation
- · Establishing policies and procedures on when and how referrals will be made
- · Training officers to explain the mediation process, its intent, and its value to disputing parties
- · Developing a system for putting disputants in contact with the mediation cen-
- · Developing a means of tracking case outcomes and their impact on police time and resources

Both the police department and the mediation center should regularly review the effectiveness of the referral system and mediation program. Often, these meetings allow police and mediation center staff to identify seemingly minor issues that can greatly influence the success of a mediation referral program.

Some years ago, officers of the Pittsburgh, Pennsylvania, Police Department attempted to refer cases to mediation by explaining the process to disputing parties and giving them the business card of the local mediation center with instructions to call the center and schedule an appointment. As the mediation center staff and police examined the successes and failures of their relationship, they realized that disputants perceived this referral process as dismissive; the police were not interested in their problem and just dismissed it to another unknown organization. The disputing citizens felt no compelling reason to initiate the call and schedule an appointment. They were not interested in initiating the resolution; that was the job of the police. The citizens



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wanted the police to act, even if police officers were not the most appropriate service providers for the dispute. As a result, the referral process was changed: the police would complete an official police referral report and then refer the case from the station to the mediation center. The writing of a police report made the mediation process seem more official, and more clients then went to mediation.

# Making the referral official is important.

Police and mediation center staff may want to engage in cross training, with mediators riding along with police officers on patrol and with police officers observing mediations. In some cities, community mediation centers have provided conflict resolution and communication training to police as part of the law enforcement in-service training program.

Once a referral program has been instituted, the police department and mediation center involved will want to track and quantify the impact of referring cases to mediation. In a 1995 study conducted in Harrisburg, Pennsylvania, so-called nuisance calls for service (repeated calls to the same address where little police action is possible) fell by 80 percent after 50 cases were successfully mediated. The mediation saved the city an estimated \$6,800 to \$11,700. Demonstrating the effectiveness of a program can help mediation centers

The U.S. Department of Justice Community Relations Service (CRS) has developed a 16-hour training program called Law Enforcement Mediation and Conflict Resolution Skills. The program is designed to teach officers how to resolve some disputes themselves. When they encounter complicated or longstanding disputes, officers trained in the program refer cases to a community mediation center. For information, call Timothy J. Johnson at CRS at 202-616-9791, or send an e-mail message to him at timothy.johnson@usdoj.gov.

and police departments seek grant funding and other opportunities for new, innovative community partnerships.

# More Information

Many community mediation centers throughout the country are linked together through membership in the National Association for Community Mediation (NAFCM), a Washington, D.C.-based organization dedicated to the promotion and advancement of community mediation. NAFCM publishes a print- and Webbased directory of community mediation centers, serves as a national voice for the community mediation field, and maintains an extensive library of resources on conflict resolution and training. NAFCM can provide advice and technical assistance to police departments looking to create partnerships with mediation centers. For more information contact NAFCM at 202-667-9700 or eacerra@ nafcm.org, or review NAFCM's Web site at www.nafcm.org. &

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